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U.S. PARTICIPATION IN THE UN

REPORT BY THE PRESIDENT TO THE CONGRESS FOR THE YEAR 1957

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LETTERS OF TRANSMITTAL

The President to the Congress

To the Congress of the United States:

Pursuant to the United Nations Participation Act, I transmit herewith the twelfth annual report, covering United States participation in the United Nations during the year 1957.

The United Nations can justly take credit for a record of solid achievement in 1957. The General Assembly was faced with a series of grave issues. It met these challenges in a spirit of moderation and with responsible action. In most instances, painstaking effort and patient diplomacy produced satisfactory solutions based on reasonable compromise. Thus, peace was maintained in areas where existing tensions ran high, and substantial gains were achieved in the promotion of the social and economic well-being of mankind.

In the period under review a major step forward was taken in the field of disarmament when the General Assembly endorsed by a substantial majority the Western proposals for arms limitation and control.

We had made our position on disarmament abundantly clear. We were, and still are, firmly convinced that an effective system of armaments control with an adequate system of inspection affords the greatest hope of achieving the just and lasting peace we seek. As a step toward this objective we continued in 1957 to press for a limited "first-stage" agreement which would eliminate the dangers of surprise attack, lessen the threat of nuclear war, and reduce the heavy financial strain which the present arms race has imposed on many nations. We firmly believe that any sound measure which can achieve progress in this respect can and should be adopted.

In its efforts to achieve these objectives, the United States, acting in concert with a number of other states, submitted to the twelfth session of the General Assembly a set of practical measures which would achieve some form of limitation and control over armaments and armed forces. I would like to summarize them briefly.

First, we would halt all future production of nuclear materials for weapons purposes. Second, we would begin at once the transfer

of past production of such materials to peaceful uses. Third, nuclear test explosions would come to a halt. Fourth, conventional armaments and armed forces would be reduced. Fifth, zones of air and ground inspection would be established in order to prevent surprise attacks. Sixth, we would begin a study of the means by which all developments in the field of outer space can be devoted solely to peaceful and scientific purposes.

Almost immediately after these proposals had been submitted, the Soviet Union rejected them out of hand. Nevertheless, the General Assembly endorsed the Western proposals by a large majority. The Soviet proposals on disarmament were rejected by the Assembly. In response to Soviet insistence that the Disarmament Commission be enlarged to include all 82 members of the United Nations, the Assembly agreed to expand the Commission from 12 to 25 members to afford wider representation in the disarmament discussions. However, the Soviet Union threatened to boycott further meetings of the Disarmament Commission and its Subcommittee.

These United Nations actions constitute a most encouraging world endorsement of the positive program of disarmament set forth by the United States—an endorsement of great significance in future discussions of the subject.

I was particularly gratified by the launching of the International Atomic Energy Agency, an achievement of far-reaching importance. As you may recall, I proposed in an address to the members of the General Assembly in 1953 that an international body be established to promote peaceful uses of nuclear energy.

My hopes in this respect are on the way toward fulfillment. Last October the International Atomic Energy Agency established itself in headquarters in Vienna and held its first conference. Mr. W. Sterling Cole, for many years a respected member of the United States House of Representatives, was elected Director General of the Agency.

The International Atomic Energy Agency shows great promise as an international center responsible for the sharing by all nations of information, technical skills, and radioactive isotopes and nuclear fuels for peaceful pursuits.

Nowhere was United Nations action more effective last year than in the troubled Middle East. The General Assembly dealt with these issues responsibly.

In the case of the Turkish-Syrian "crisis," full and frank debate of the issue in the Assembly failed to substantiate Soviet and Syrian charges of a Turkish "threat to the peace."

The Assembly was faced with Soviet and Syrian charges that Turkey was preparing to attack Syria. In addition, the Soviet Union

accused the United States of encouraging such an attack. Responsible debate in the General Assembly not only showed that these charges were without foundation but also made clear that the Soviet Union, by advancing false charges, had sought to stir up an artificial war scare and increase tensions. The situation was abated by the responsible attitudes and actions of United Nations members. Notable in this connection were the calm attitude of our Turkish ally and the offer of His Majesty King Saud to mediate. In the end, the Assembly did not need to take any action. Its open discussion of the issue, to which Ambassador Lodge made important contributions on behalf of the United States, demonstrated to the world that Syria and the Soviet Union had manufactured the "crisis" as a propaganda maneuver against the West.

In 1957 the United Nations took an important step forward to maintain peaceful conditions in another troubled area of the Middle East. In an unprecedented action its members agreed to share the costs of the United Nations Emergency Force on the same basis as their contributions to the United Nations budget. In this way the Assembly insured the existence of UNEF for another year as the chief deterrent to threats to peace in the Gaza Strip and the Sharm-el-Sheikh area. This truly international police force can boast an inspiring record since its creation more than a year ago. It has helped to reduce to a minimum tension-breeding incidents between Egypt and Israel. Its international character has provided living proof that men of different nations, backgrounds and religions can work together harmoniously to create peaceful conditions in an area where tensions might otherwise run high.

The Suez Canal is now cleared and operating. The significance of the United Nations action which reopened this vital artery of world commerce cannot be overstated. One of the most difficult problems connected with the clearance of the Canal was the determination of a satisfactory means to repay costs of the clearance operations. The Assembly found an answer in a resolution which provides for the imposition of a three-percent surcharge on traffic passing through this Canal. As a result of this reasonable compromise which required assent by Egypt and the support of the major shipping nations, we can hope that the total costs of this vital operation will be repaid in due course.

The reelection of Secretary-General Dag Hammarskjold to a five-year term is reassuring. The members of the United Nations owe him a debt of gratitude for the role which he played in the solution of many issues confronting the United Nations last year, particularly in the Middle East. His keen understanding of the spirit and objectives of the United Nations combined with an astute sense of diplomacy

have contributed substantially to the growing stature of the office which he holds.

Two former non-self-governing territories, Ghana and the Federation of Malaya, became politically independent during the year and were elected members of the United Nations, increasing its membership to 82. Continued progress was made toward self-government or independence in the Trust Territories—notably in the General Assembly's decision to supervise elections in the Trust Territory of Togoland under French administration.

The General Assembly, as in previous years, decided by a large majority not to consider the question of Chinese representation. The effect of this decision was to maintain the position of the Government of the Republic of China in the United Nations.

The General Assembly again gave consideration to the Korean question and by a substantial majority reaffirmed the principles on the basis of which the United Nations believes unification of Korea can be achieved. The Republic of Korea, regrettably, was again denied membership in the United Nations because of another Soviet veto, as was the case also with the membership application of the Republic of Viet-Nam.

In Hungary the Soviet Government and its puppet regime continue to defy the will of the United Nations. In January 1957 the General Assembly established a special committee to investigate the Soviet Union's intervention in Hungary and its defiance of the United Nations, and to report its findings to the Assembly.

The Hungarian regime barred the Committee from entering Hungary, but the Committee carried out its mission by gathering evidence elsewhere, mainly from eyewitnesses who fled Hungary. The Committee's report proved irrefutably that the Hungarian revolt was a spontaneous popular uprising and that the Soviet Union, in violation of the United Nations Charter, forcibly deprived Hungary of its liberty and political independence.

To consider this report, the Eleventh General Assembly was reconvened last September in a special resumed session. It condemned the Soviet intervention, endorsed the Committee's report and appointed Prince Wan Waithayakon of Thailand as its Special Representative to achieve its objectives on Hungary. Prince Wan's efforts to carry out his mission have been rebuffed so far by the Soviet Government and the Hungarian authorities. In his report to the Twelfth General Assembly, Prince Wan expressed the hope that he would be given an opportunity to carry out his mandate as the Assembly's Special Representative. Until the Soviet Union shows respect for the General Assembly's resolution, it will continue to feel the censure of world opinion.

Of particular interest to the Congress is the General Assembly's action in accepting 30 percent as the maximum share to be paid by the largest contributor (the United States) to the budget of the United Nations. The Assembly took a first step toward achieving this objective by reducing the percentage assessment of the United States from 33⅓ percent to 32½ percent in 1958. Member states have contributed to this financing of the United Nations budget through a cost-sharing system based on their capacity to pay. With the admission of 22 new members in the past three years, the General Assembly decided that old members, including the United States, should pay proportionately less and thus benefit from payments by the new contributors.

It was gratifying to me that the General Assembly endorsed by an overwhelming majority a United States resolution to extend the mandate of the United Nations High Commissioner for Refugees for an additional five years and to revise completely the refugee assistance program in order to enable it to meet emergency refugee problems more effectively as they arise. This action by the Assembly reflects a general recognition of the fact that the refugee problem is a problem involving human beings rather than mere static issues and sets of statistics—a problem which is extremely sensitive to changes in international affairs.

No summary of achievements of the United Nations activities in 1957 would be complete without mention of its economic and social activities. The work of its Specialized Agencies and voluntary programs, carried on without fanfare, attracts few headlines. But these organizations are making steady progress in raising the standards of living throughout the world. In recognition of the increasing needs in the economic and social field, the General Assembly last year adopted the United States proposals for the creation of a Special Projects Fund in order to expand the United Nations activities in the technical assistance field. The resolution embodying these proposals not only provides for the establishment of the Fund but also contemplates an increase from $30 million up to $100 million in the funds available for expansion of United Nations technical assistance programs.

The additional funds would be devoted partially to increasing the resources available to the technical assistance programs and also to the establishment of the Special Fund itself. The Fund will support technical assistance projects in certain fields of basic importance to the successful economic growth of the underdeveloped nations. It will make possible surveys of water, mineral and potential power resources; the staffing and equipping of training institutes in public

administration, statistics and technology; and the setting up of agricultural and industrial research and productivity centers.

This practical United Nations program is in line with the United States policy of promoting the economic and social progress of the underdeveloped nations. The Assembly's action also indicates acceptance of the United States position that, since adequate financial resources are not prospectively available, the establishment of a multimillion dollar United Nations capital development fund such as was envisaged in the proposed Special United Nations Fund for Economic Development would be meaningless and illusory.

By its accomplishments in 1957, the United Nations again justified our often expressed faith in it as an effective instrument for preserving the peace and improving the well-being of mankind. We shall continue to give it our vigorous support.

Dwight D. Eisenhower

THE WHITE HOUSE
June 26, 1958

The Secretary of State to the President

DEPARTMENT OF STATE
Washington, June 19, 1958.

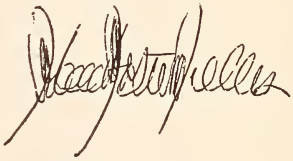
THE PRESIDENT:

Under the United Nations Participation Act (Public Law 264, 79th Congress) the President transmits annually to the Congress a report on United States participation in the United Nations. A report on the activities of the United Nations and the Specialized Agencies for the year 1957 has therefore been prepared.

As in previous years, the report is a comprehensive survey of the Government's participation in the work of the United Nations and the Specialized Agencies.

I recommend that you approve the report for transmittal to the Congress.

Respectfully submitted,



THE PRESIDENT,
The White House.

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PART I

Maintenance of Peace and Security

Disarmament was again in 1957 the focal point of United Nations activities directed toward the maintenance of peace and security. In the U.N. Disarmament Subcommittee, which met in London from March 18 to September 6, the United States, Canada, France, and the United Kingdom continued their efforts to achieve agreement with the U.S.S.R. on certain initial steps to pave the way for a comprehensive disarmament agreement. In the course of these negotiations the Western powers presented important new proposals designed to facilitate agreement which culminated in their proposals of August 29. These proposals, which were later endorsed in principle by the General Assembly at its 12th session, envisaged an agreement concerning conventional armed forces and armaments, nuclear weapons, outer space, surprise attack, and an international control organ. Though the U.S.S.R. rejected these proposals and refused to continue the discussions, some narrowing of the differences between the Western powers on the one hand and the U.S.S.R. on the other had taken place during the preceding negotiations.

The disarmament discussions at the 12th General Assembly were characterized by a sense of urgency. The feeling of the membership generally was reflected by Secretary of State John Foster Dulles when he said in his address to the Assembly on September 19, "Humanity faces a tragic future if the war threat is not brought under control." The committee discussions resulted in a better and a wider understanding of the August 29 proposals of the four Western powers, and the draft resolution incorporating the main principles of these proposals was adopted by the Assembly on November 14 by a very substantial vote.

The Assembly also adopted a resolution increasing the number of members on the U.N. Disarmament Commission from 12 to 25, the U.S.S.R. having stated that it would no longer participate in the work of the Commission as originally constituted or of the subcommittee. The U.S.S.R., however, found inadequate this effort to meet the Soviet view that the Commission was insufficiently representative

and reiterated its refusal to participate in any future negotiations in either the Subcommittee of Five or the 25-member Disarmament Commission.

Dag Hammarskjold was reappointed as U.N. Secretary-General for another 5-year term (beginning April 10, 1958) by the 12th General Assembly acting on the unanimous recommendation of the Security Council. In his congratulatory remarks on behalf of the United States, Ambassador Henry Cabot Lodge said, "In voting unanimously, as we have just done, to reappoint him [Mr. Hammarskjold] for another five-year term, we have paid a great personal tribute to a great man. We have also done the United Nations a great favor."

A major achievement of 1957 was the bringing into being on July 29 of the International Atomic Energy Agency (IAEA), first proposed by President Eisenhower before the General Assembly on December 8, 1953. In October the Agency established its headquarters in Vienna, Austria, and began its operations. U.S. participation in the Agency was authorized by the Congress on August 28, 1957, and Sterling Cole, former Congressman from New York, was subsequently appointed the first Director General.

In a related field the U.N. Scientific Committee on the Effects of Atomic Radiation continued its studies, based on reports received from members of the United Nations and the Specialized Agencies. The committee met once in 1957 to consider the genetic effects of radiation and will meet again early in 1958 preparatory to the submission of a report by July 1 as requested by the General Assembly in 1955.

U.N. efforts in 1957 to encourage and assist the peaceful settlement of disputes continued to focus primarily on the Middle East. The year saw the Suez Canal reopened to traffic by the U.N. salvage fleet and transit through the canal resumed. Egypt deposited and registered with the U.N. Secretariat, as an international instrument, a unilateral declaration on the conditions of such transit. The continued presence of the U.N. Emergency Force served to maintain quiet along the armistice demarcation line between Egypt and Israel and at Sharm el-Sheikh at the Straits of Tiran. The 12th General Assembly, recognizing the vital role of the force in this regard, provided for its continuation.

Difficulties arising between Israel and Syria and Israel and Jordan over implementation of the armistice agreements necessitated extensive Security Council consideration in 1957. The Palestine refugee problem continued to be a matter of grave concern, and the General Assembly at its 12th session requested the Secretary-General to make special efforts to secure the additional financing needed to permit the U.N. Relief and Works Agency for Palestine Refugees to carry forward

its relief and rehabilitation program. The United States had announced during the debate an additional pledge to be paid to the extent of 70 percent of total government contributions to the Agency.

Assembly discussion of a Syrian complaint, supported by the U.S.S.R., that Syria's security and independence were being threatened by Turkey served to expose the artificiality of the crisis that the U.S.S.R. had endeavored to create in the Middle East. The U.S. representative, Ambassador Henry Cabot Lodge, effectively refuted Soviet charges that the United States was behind the alleged Turkish plan to attack Syria, and the Assembly's conclusion of its consideration of the complaint without taking any action constituted a clear recognition that the complaint was groundless.

The situation in Hungary remained of deep concern throughout 1957. The 11th General Assembly reconvened early in September to consider the report of its Special Committee on the Problem of Hungary, which clearly established the Soviet intervention to suppress the effort of the Hungarian people to achieve freedom and independence, and adopted a resolution condemning the acts of the U.S.S.R. and the present Hungarian authorities. Reiterating its concern for the plight of the Hungarian people, the Assembly requested Prince Wan of Thailand to serve as its Special Representative in endeavoring to realize U.N. objectives for Hungary. Prince Wan reported to the 12th General Assembly on December 9 that the Soviet Union and the Hungarian authorities had rebuffed his efforts but expressed the intention to "continue to seek the opportunity to assist in establishing full international cooperation in promoting respect for human rights and fundamental freedoms in Hungary."

The situations in Algeria and Cyprus continued critical. Discussion of the Algerian situation in the 12th session of the Assembly produced no agreement on a resolution in committee, but a moderate resolution was adopted in plenary with no negative votes. This resolution took note of the offer of good offices by the King of Morocco and the President of Tunisia and was directed toward encouraging efforts to find a peaceful solution through direct negotiations among those concerned. Consideration of the Cyprus question resulted in no Assembly action, since the committee-recommended text failed to receive the necessary two-thirds vote in plenary, although there was general agreement on the need for direct negotiations.

In 1957, for the first time since 1952, the dispute between India and Pakistan over Kashmir was again under active consideration in the Security Council, first in January and February, then briefly in April, and again for 2 months starting late in September. As a result of these deliberations the Swedish representative on the Council visited the subcontinent in the spring of the year to examine with the parties

to the dispute any proposals he considered likely to contribute toward a settlement. Late in the year Dr. Frank P. Graham, appointed by the Council in 1951 as U.N. Representative for India and Pakistan, was authorized to visit the subcontinent for the purpose of taking any further appropriate action looking toward a peaceful settlement of the dispute.

The 12th General Assembly took no action on West New Guinea (West Irian), in dispute between Indonesia and the Netherlands, since the committee-recommended resolution failed of adoption in plenary. The Assembly again reaffirmed U.N. objectives in Korea and urged continuing efforts to achieve these objectives. It appealed to the Union of South Africa to revise its racial policies and urged that the Union, India, and Pakistan enter into negotiations to facilitate a settlement of the problem of the treatment of Indians in South Africa. The Union, as at the 11th General Assembly, limited itself to "token" participation in the 12th session in protest against the Assembly's consideration of these two matters.

With the admission of the Federation of Malaya on the opening day of the 12th session, U.N. membership rose to 82. However, two applicants that have repeatedly been found fully qualified for membership by the General Assembly—the Republic of Korea and the Republic of Viet-Nam—were again in 1957 denied admission by Soviet vetoes in the Security Council.

The Assembly adopted the recommendation of the committee on arrangements for a Charter review conference that the committee be continued and requested to report again not later than the 14th session (1959). This recommendation was based on the committee's belief that the "appropriate time" and "auspicious international circumstances" referred to in the 10th General Assembly resolution deciding in principle to hold a conference had not yet arrived. Consideration of the agenda items on enlargement of the Security Council, the Economic and Social Council, and the International Court of Justice was postponed until the 13th session. The Assembly did, however, enlarge its General (steering) Committee in response to the desire of the new membership for greater opportunities for representation.

The United States was again successful throughout 1957 in defeating Soviet efforts, supported by some non-Communist states, to exclude the representatives of the Republic of China and seat the representatives of the Chinese Communist regime on various U.N. bodies.

DISARMAMENT

Disarmament Commission and Subcommittee

During 1957 the United States persevered in its effort to achieve a disarmament agreement, exploring intensively various new possibilities in the hope of achieving at the least some practical initial steps to prepare the way for a more comprehensive agreement.

The presentation of new U.S. ideas on disarmament during the extended session of the 11th General Assembly by Ambassador Lodge on January 14, 1957, was discussed in last year's report. In keeping with the resolution approved by the Assembly on February 14, 1957, the Disarmament Subcommittee was convened in London on March 18. Harold E. Stassen, the President's Special Assistant for Disarmament, represented the United States in the subcommittee. During negotiations of the subcommittee and in an effort to facilitate agreement, the United States submitted an important series of new proposals which had been worked out in association with the United Kingdom, France, and Canada. These four powers maintained close consultation with the other NATO countries at all stages of the negotiations. The subcommittee ended its negotiations on September 6 following the refusal of the U.S.S.R. to continue the discussions or agree upon a date for reconvening the subcommittee. The Western four proposed that the subcommittee reconvene in due course. The U.S.S.R. declined to accept this and proposed only that the question of disarmament be referred to the 12th General Assembly.

On September 30 the Disarmament Commission met for one day to prepare its annual report. The report of the subcommittee was received and duly transmitted to the General Assembly and the Security Council. The General Assembly on November 14 adopted by a majority of 56 to 9, with 15 abstentions, a 24-power resolution which endorsed in principle the four-power proposals of August 29. The Assembly on November 18 also approved, with the support of the United States, as an alternative to a Soviet proposal for an 82-nation body to supersede the Disarmament Commission and Subcommittee, a resolution to expand the membership of the Disarmament Commission from 11 to 25 nations. This resolution was sponsored by Canada, India, Japan, Paraguay, Sweden, and Yugoslavia. The U.S.S.R. throughout the remainder of the year, however, refused to resume disarmament negotiations except on condition that both the principles and institutions approved by the United Nations as a means to further negotiations be repudiated.

There is set out immediately below, under heads that generally correspond to the agenda items approved at the outset of the talks in

London, an account of how the United States and its associates on the one hand and the U.S.S.R. on the other modified their respective positions in the course of the 71 meetings. A succeeding part of the report treats the reception by the 12th General Assembly of the four-power proposals of August 29 and the opposing Soviet position as presented in the Soviet speech of September 20 and subsequent Soviet resolutions and pronouncements. The bearing of the December NATO heads of government meeting on disarmament is noted in concluding remarks.

CONVENTIONAL ARMED FORCES AND ARMAMENTS

Opposing Positions at the Opening of Negotiations

The U.S. position as stated on January 14, 1957, was that there would be a first-stage reduction of conventional armaments and armed forces, to the levels of 2,500,000 for the United States and the Soviet Union and 750,000 for France and the United Kingdom, concurrent with the progressive establishment of an effective inspection system which must include aerial reconnaissance and ground units. Reductions beyond the first stage would depend upon what progress might be made toward the settlement of major political problems. On the first day of the subcommittee talks Mr. Stassen raised for discussion certain other points bearing on this aspect of disarmament. He asked whether the subcommittee might reach early agreement on 12 months as the period within which the first stage of disarmament should be completed; agreement on the principle that agreed armaments reductions should be transferred to control depots under the jurisdiction of international inspectors; and also that the measure of reduction of military expenditure should be 10 percent. In addition he suggested possible alternative procedures for working out a reduction of armaments: (a) a system of reduction of major classes of armaments to specific quantities; (b) a quota system based on agreed definitions of the manpower requirements of different kinds of equipment; and (c) a system of reduction of major kinds of armaments to be reported by each country according to a fixed percentage, which Mr. Stassen suggested might be 10 percent.

The Soviet position on the conventional aspect of disarmament at the opening of the talks differed from that of the United States in the following respects. While a Soviet paper tabled on March 18 (which was for the most part a restatement of the Soviet proposals of November 17, 1956) called for the same first-stage reductions in force levels for the subcommittee powers as did the U.S. position of January 14, it specified 2,500,000 as a first-stage reduction goal for Communist China. It proposed that the first phase of disarmament

should be accomplished by the end of 1958 and called for the subsequent reduction by 1959 to other specific force levels; namely, 1,000,000 to 1,500,000 for the United States, U.S.S.R., and Communist China and 650,000 for the United Kingdom and France. The same paper called for the disarmament of other states in degrees that would be determined at a world conference, the levels of armed forces of these states in any case not to exceed 150,000 to 200,000 men. The Soviet proposals of March 18 also stipulated that the disarmament convention should be supplemented by separate agreements, one of which would enumerate which bases maintained on foreign territory might be abolished during the first stage of disarmament and the other of which would provide for the reduction of NATO and Warsaw Pact forces, including a one-third reduction of United States, United Kingdom, French, and Soviet troops on German soil. A further provision of the March 18 paper was that, when all the other provisions of the convention had been complied with, it would be desirable to discuss the "complete abolition of armed forces and armaments of all types, whereafter States would retain only such contingents of militia (police) as would be necessary to maintain internal security and to protect their frontiers."

The Course of Negotiations

Attempts to reconcile these two positions concerned three problems: the question of troop withdrawals and overseas bases, the definition of the levels to which armed forces would be reduced in successive phases of disarmament, and (to a lesser degree) the problem of procedure for the reduction of armaments.

The U.S.S.R. appeared to yield somewhat on the question of troop withdrawals and overseas bases in its proposal of April 30. This document asked that the question of the abolition of overseas bases be examined "and that it should first be agreed which such bases can be abolished within one or two years." The one-third reduction of armed forces stationed in Germany previously proposed by the U.S.S.R. as a rigid requirement was in this instance merely stated to be desirable, however, and the size of reductions of armed forces on NATO and Warsaw Pact territories called for by the U.S.S.R. was stated to be a matter which "could be determined in subsequent negotiation." At the same time, however, the U.S.S.R. remained rigidly opposed to our position that disarmament beyond the first stage must wait upon some progress toward the solution of political issues.

The differences between the U.S.S.R. and Western four on the reduction of armed forces were narrowed somewhat. The Soviet proposals of April 30 omitted reduction levels for Communist China. The Western four in late June stated that they would accept under

certain conditions new second- and third-stage force levels; namely, 2,100,000 for the United States and U.S.S.R. by the end of a second stage of disarmament, 1,700,000 for these two countries by the end of a third stage, and 650,000 for the United Kingdom and France by the end of a third stage. On July 19 the U.S.S.R. stated that it would accept these force goals provided the reductions "were in fact effected under the partial agreement and were not made contingent upon the settlement of political and other issues."

With respect to the reduction of armaments, as distinct from armed forces, the United States had on March 18, as already noted, suggested as one of three methods of proceeding a 10-percent cut of major classes of armaments. In its proposals of April 30 the U.S.S.R. replied that 15 percent would be more acceptable as a measure not only of arms reduction but also of a cut in military expenditure. The U.S.S.R. did not respond in this document, however, to the alternative suggestions of the United States or to a United Kingdom working paper of April 11 on the relation of armaments to manpower. On June 26 the U.S. representative discussed in some detail the possibility of another and more concrete approach. He stated that, if the U.S.S.R. would submit a list of the arms which it would dispose of under the 15-percent reduction contemplated in the Soviet proposals of April 30, the United States was prepared to respond in kind. The United States would be prepared, Mr. Stassen said, to "present in return a proposed list of armaments reductions which it would be prepared to make, likewise substantial in amount and citing specific quantities of identified types of armaments, significant in kind and of post-Second World War manufacture and, in the case of naval vessels, of types in active service, which the United States is prepared to have considered in relation to its proposed first reductions to the force level of 2.5 million men." Once both lists were agreed upon, the items listed for reduction could be placed in disarmament depots under international supervision during the year of the first stage of disarmament. If agreement could be reached on reduction of both armed forces and of armaments in this manner, Mr. Stassen stated, reduction in military expenditure might well exceed 15 percent. Meanwhile, the United States would welcome proposals on the method and extent to which budgetary and financial records would be reviewed in a first-step agreement.

The U.S.S.R. agreed in principle in the course of the negotiations to the listing of armaments and the transfer of armaments listed to a depot under international supervision but proved unwilling to join in working group discussions of these procedures. On July 17 the Soviet representative recapitulated the Soviet position. Unless the Western four would abandon the stipulation that armed forces

reductions beyond the first stage should wait upon some progress in the settlement of political problems, the U.S.S.R. would not join in a working group to plan how such reductions would be implemented. Since progress could not be made on armed forces reductions, the Soviet representative maintained, neither would any purpose be served by detailed consideration of procedures for armaments reduction. He stated further that the method proposed for the exchange of lists had "not been spelled out by the United States at all," and charged that the United States had not responded to the Soviet recommendation of a 15-percent reduction in military expenditure.

Opposing Positions at the Close of Negotiations

Beyond this point in the subcommittee talks there was virtually no movement on the reduction of conventional armaments and armed forces.

The various departures from the U.S. January 14 position which have been discussed above were for the most part reflected in the August 29 proposals of the Western four. During a first stage of disarmament of one year armed forces would be reduced to the levels accepted conditionally by the U.S.S.R. on July 19, and supervision of an armaments reduction to be negotiated by an exchange of lists would be transferred to an international control organization. Further reductions of both troops and arms would depend upon three factors: verification of compliance with all provisions of the convention by all parties during the first stage, progress toward the solution of political issues, and adherence to the convention and acceptance of levels of disarmament by "other essential states." If these requirements were met and, in addition, an appropriate system of control established, second- and then third-stage reductions of armed forces could take place to the levels also provisionally accepted by the U.S.S.R. on July 19 and—as far as "other essential states" would be concerned—to levels to be specified for second and third stages by negotiations. At the same time second- and third-stage reductions of armaments would take place in agreed relation to the level of armed forces existing in the successive stages. "France, the Soviet Union, the United Kingdom, and the United States would also agree to make available to the International Control Organization information about their military budgets and expenditures for the year preceding entry of the convention into force and for each year thereafter."

The Soviet position on conventional aspects of disarmament at the end of the subcommittee talks was substantially the same as that set out in the memorandum later tabled in the United Nations by Mr. Gromyko on September 20, 1957. The levels proposed for a three-stage reduction of armed forces coincided with those proposed by the

Western four, but the "passage from one stage of the reduction of armed forces to another (the memorandum stated) should not be dependent on any conditions not stipulated by the agreement itself." Both conventional armaments and military budgets should be reduced by 15 percent, in the former case by mutual submission of lists. No reference was made to placing armaments in control depots. The memorandum proposed "for consideration the question of dismantling military bases in foreign territories and initially reaching understanding as to which of these bases could be liquidated during the first stage of measures on disarmament." There was, in addition, a statement on the desirability of armed forces reductions in Germany and of a reduction of forces on NATO and Warsaw Pact territory which might be determined by subsequent negotiation.

NUCLEAR WEAPONS

Opposing Positions at the Opening of Negotiations

The U.S. memorandum of January 14, 1957, stated our view that any eventual cessation of nuclear testing must be contingent upon an agreement: (a) to divert all future production of fissionable materials to nonweapons uses, under international control, with appropriately planned measures to be undertaken to reduce existing nuclear weapons; and (b) to transfer the fissionable material from such dismantled weapons to peaceful uses, also under international control and accountability. Pending such an agreement, however, the United States would agree to the prior registration of tests as had been proposed in a resolution cosponsored by Canada, Japan, and Norway at the 11th General Assembly.

The Soviet memorandum of March 18 proposed that in the first stage of disarmament states having atomic and hydrogen weapons would assume a solemn obligation not to use such weapons and would regard them as prohibited. They would also agree not to station such weapons outside their own national frontiers. In 1959 second-stage measures would provide for the cessation of production of atomic and hydrogen weapons and the use of all future production of fissionable materials exclusively for nonmilitary purposes. Then, after the reductions of conventional armaments and manpower had reached agreed levels, all existing nuclear weapons would be destroyed and thus eliminated from the armaments of all nations. While this memorandum made no specific mention of nuclear testing, the Soviet position on this question had been set forth during the course of the 11th General Assembly; namely, that action on nuclear testing should be taken independently of other disarmament measures.

The Course of Negotiations

At the meeting of the subcommittee on March 20, Mr. Stassen outlined the rationale of the U.S. position on nuclear aspects of disarmament. He pointed out that "nuclear weapons are materials, plus knowledge, plus fabrication. The materials are and will be available on every continent. The knowledge exists in the minds of men; it cannot be erased. It is spreading, and it will continue to spread. The fabrication . . . is relatively simple." Thus, he continued, ". . . no nation could agree that all nuclear weapons should be removed from the face of the earth if it meant that in the ten years ahead, and the decades thereafter, some nation might suddenly have and exercise a tremendous, overpowering military force against all other nations solely by reason of having within its hands a clandestinely developed and secretively maintained storehouse of multi-megaton bombs." In the light of this and the advice of its scientists that there is no sure way of detecting past production of nuclear weapons, Mr. Stassen said the United States had reluctantly concluded that complete elimination of all nuclear weapons would be impossible. On the other hand he noted the measures proposed by the United States would not need the guarantee of a 100-percent perfect inspection and control system, since any relatively minor clandestine diversions of fissionable materials for weapons would be deterred and canceled out by the nuclear weapons capability remaining in the hands of nations of either side. With regard to a separate ban on nuclear testing, he reemphasized the firm U.S. stand that it would serve neither the security interests of this country nor the long-term outlook for peace and security of other nations if nuclear testing alone were stopped without ancillary controls to reverse the trend toward ever greater nuclear production in the years ahead.

The Soviet memorandum of April 30, which followed to a large degree the Soviet statements of November 17, 1956, and March 18, 1957, showed but slight movement toward the U.S. position on nuclear disarmament. The memorandum departed from the previous Soviet position chiefly in that it called for a renunciation of the use of nuclear weapons for military purposes. The previous Soviet insistence on an absolute prohibition of nuclear weapons was reduced to a request that the states concerned "make every effort" to agree to the complete prohibition of nuclear weapons, along with the elimination and destruction of existing stockpiles. In addition, the memorandum expressed the Soviet belief that the hazards of nuclear test explosions made it wise to separate this problem from general disarmament negotiations and to treat it as a matter of particular importance.

A few days later, on May 6, the British representative tabled a memorandum dealing with the testing question. Initially advocating an agreement to register in advance all nuclear tests along the lines of the joint draft resolution submitted to the General Assembly by Japan, Norway, and Canada on January 18, the memorandum further suggested the formation of a technical committee to consider the possibility of limiting nuclear tests. In addition, it proposed that the cessation of nuclear test explosions should follow an agreement on the prohibition of production of fissionable materials for weapons purposes and as part of a general disarmament agreement.

The Soviet Union did not accept this proposal but again proposed as a matter for separate consideration an immediate suspension of tests of atomic and hydrogen weapons for a period of at least 2 or 3 years. This proposal of June 14 was significant in that it agreed in principle to international control to supervise test cessation. Control posts would be set up, on a reciprocal basis, in the territories of the Soviet Union, the United States, and Britain, and in the Pacific Ocean area.

This accommodation was welcomed by the Western four in a joint statement on July 2. The statement pointed out that this Soviet move had brought within the realm of possibility a temporary suspension of nuclear testing as a part of a first-step agreement in disarmament. Such a suspension would of course be subject, it noted, to precise agreement on the duration, timing, installation, and location of necessary controls, including inspection posts, and on its relationship to other provisions of a first-stage agreement, such as reductions of conventional armaments and military manpower, with necessary initial measures of inspection and a cessation of production of fissionable materials for weapons purposes. The statement proposed calling together a group of experts who would, under the direction of the five subcommittee powers, study and design an inspection system for a ban on nuclear testing. This would leave the five delegations free to proceed with consideration of the necessary relationship of a test ban to other provisions of a first-stage disarmament agreement.

On July 8 the Soviet representative declared the Western statement was inadequate in scope and a move to block agreement. He reiterated the Soviet appeal for a separate suspension of nuclear testing but agreed to the need for international control of such a suspension. He maintained that to organize a study group as the West proposed, in the absence of an agreement on principles, would only "give the public a false idea that some sort of agreement exists when in reality there is none."

On July 17 the British Foreign Minister, Selwyn Lloyd, participated in the subcommittee meeting and proposed that a number of expert

groups be established to work out the technical details of the various items already agreed on in principle. They should also take up the questions of test cessation and control of production of fissionable material for weapons purposes. He suggested with regard to nuclear testing that a technical group could consider the composition, powers, and voting procedures of an international control commission and its relation to inspection teams; the location of control posts; and similar details. He pointed out that, if working groups could take up problems of detail, the subcommittee would then be free to continue its discussions of the yet unresolved issues of principle.

The Soviet representative on July 19 rejected this suggestion also, saying that he would be ready to discuss technical details in working committees only when the subcommittee had achieved agreement on all the problems of disarmament.

On August 21 Mr. Stassen presented on behalf of the four Western members of the subcommittee a new proposal on the nuclear testing question. This proposal called for a 12-month moratorium on the testing of nuclear weapons as an immediate first measure of an agreement for partial measures of disarmament. The moratorium would come into effect after agreement on a control system including inspection posts in the U.S.S.R., the United Kingdom, the United States, the Pacific Ocean area, and other necessary places. A group of technical experts would be appointed by the five subcommittee governments to design such a system. At the end of 12 months, if the inspection system were operating to the satisfaction of all concerned and if progress satisfactory to all concerned were being made on the inspection system to verify the cessation of production of fissionable materials for weapons purposes, all parties would agree to continue the test ban for another 12 months. At the end of 24 months testing could be resumed if the production cutoff inspection system were not satisfactory and if cessation of production for weapons purposes had not been put into effect. If any state resumed testing, it would be obliged to announce and register in advance the dates and yields of its tests, provide for limited observation of them, and limit their atmospheric radioactive fallout.

Opposing Positions at the Close of Negotiations

The nuclear provisions of the August 29 working paper of the Western four included, in addition to those of the August 21 proposal, an obligation by each party to a proposed convention not to use nuclear weapons unless an armed attack had placed the party in a situation of individual or collective self-defense. To insure positive control over fissionable material, all future production should be used exclusively for nonweapons purposes under international supervision.

This provision would take effect 1 month after an international board of control (described below) had certified that an effective inspection system to verify the commitment had been installed but no later than 2 years after the convention enters into force. The subcommittee governments would appoint a group of technical experts to design the required inspection system and to submit a report within 10 months after the convention entered into force.

When the production of fissionable material for weapons purposes ceased, all parties then producing nuclear weapons would undertake to transfer, on an equitable basis and under international control, successive increments of fissionable material from previous production to nonweapons purposes. While ratios of quantities and the dates of transfer would be decided upon by the states concerned, Mr. Stassen had previously stated that the United States would be willing to contribute 53 percent of the combined transfer of the U.S.S.R. and the United States. At the same time, each party to the convention would agree not to transfer nuclear weapons out of its control except under arrangements between transferor and transferee that would insure that they would be used only in self-defense against armed attack. Similarly, they would not transfer fissionable material except for nonweapons purposes.

The Soviet representative rejected the working paper, saying that its proposals contributed nothing new to the solution of the disarmament problem and that it even represented a step backward in a number of ways. He stated his conviction that the position of the Western powers "offers no possibility of moving forward on basic disarmament questions."

OUTER SPACE

The problem of control over the new field of experimentation in the penetration of outer space was given attention for the first time in the President's State of the Union message on January 10, 1957. Subsequently, in its General Assembly memorandum of January 14, 1957, the United States proposed, as a first step toward the objective of assuring that ventures into outer space be devoted exclusively to peaceful ends, that all testing of objects propelled through outer space be done under international control and with international participation.

At the opening of the 1957 subcommittee meetings in London, the five members agreed to give this subject a special place on its agenda. In its March 18 proposal the Soviet Union included as part of its first-stage provision for the prohibition of the use of nuclear weapons a similar provision for rockets with nuclear warheads. In the second stage, after the proposed elimination and destruction of all nuclear

weapons, controls would be instituted over guided rockets to assure their use for peaceful purposes. Although this provision did not mention ballistic missiles, the subsequent Soviet proposals advanced on April 30 did propose such controls for "rockets of any range of action" if they were equipped with nuclear warheads. Again, any such action was tied firmly to the technically unenforceable Soviet requirement of an absolute prohibition and elimination of all nuclear weapons.

On July 25 Mr. Stassen dwelt at length on the urgency of arriving at an agreement to establish international control over experimentation with objects designed to travel through outer space. Likening the present situation to that prevailing in 1945 with respect to atomic energy, he stressed that the world must not fail (as it did in not accepting the Baruch plan) to act in time to prevent this new and embryonic field of development from mushrooming into a danger even greater than the nuclear threat of today.

To meet this new and rapidly advancing threat, Mr. Stassen proposed that, as part of a first-stage disarmament agreement, all parties agree that within 3 months after the effective date of the agreement they will cooperate in the establishment of a technical committee composed of eminent scientists to study the design of an inspection system which would make it possible to assure that the sending of objects through outer space will be exclusively for peaceful and scientific purposes. This proposal was subsequently incorporated in the Western four-power working paper of August 29.

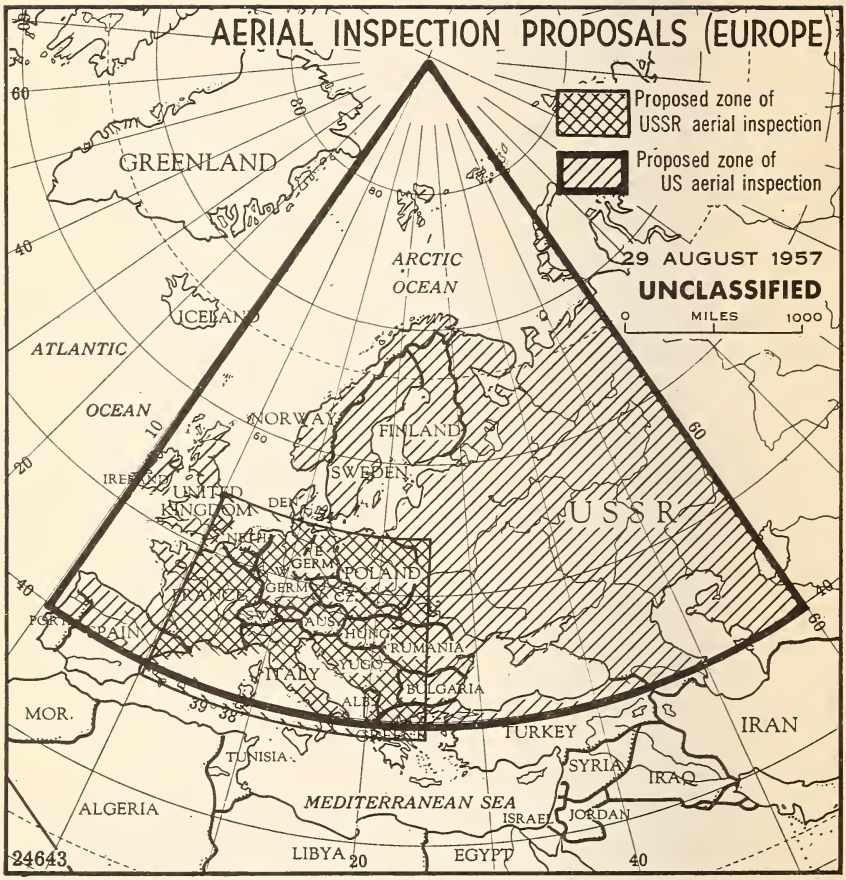
On October 10 Ambassador Lodge announced in the General Assembly the willingness of the United States to proceed with the formation of a technical committee for outer space control without awaiting prior agreement on first-stage disarmament measures.

SURPRISE ATTACK

Opposing Positions at the Opening of Negotiations

Ambassador Lodge, speaking in the General Assembly on January 14, 1957, stated that "unless a reliable inspection system is established with open skies, open ports, open centers, each nation will possess something less than the regular, dependable information necessary to form a stable basis for a durable peace. The United States proposes therefore the progressive installation of inspection systems which will provide against the possibility of great surprise attack. The United States is willing to execute, either as an opening step, or a later step, the complete (open skies) proposal made in the Summit Conference at Geneva by President Eisenhower."

The Soviet paper of March 18 once more proposed that there should be established during the first stage "on a basis of reciprocity control


AERIAL INSPECTION PROPOSALS (EUROPE)
Proposed zone of USSR aerial inspection
Proposed zone of US aerial inspection
29 AUGUST 1957
UNCLASSIFIED
0 MILES 1000
GREENLAND
ARCTIC OCEAN
ICELAND
ATLANTIC OCEAN
NORWAY
FINLAND
SWEDEN
UNITED KINGDOM
POLAND
FRANCE
SPAIN
HUNG.
RUMANIA
ITALY
YUGO.
BULGARIA
ALB.
GREECE
TURKEY
IRAN
SYRIA
IRAQ
JORDAN
ISRAEL
TUNISIA
MOR.
ALGERIA
MEDITERRANEAN SEA
LIBYA
EGYPT
USSR
24643

posts at larger ports, at railway junctions, on main motor highways and at aerodromes, which (should) ensure that there would be no dangerous concentration of armed forces and armaments." In addition, there was a new provision concerning aerial inspection. While Mr. Bulganin's letter to the President of November 17, 1956, had merely indicated that the U.S.S.R. was "prepared to consider" aerial photography in conjunction with certain measures of disarmament in a European zone, the March 18 proposal was that the parties "agree" to aerial photography in the zone. The boundaries of the zone were defined in the same terms as on November 17 as being "to a depth of 800 kilometers from the eastern boundary of the disposition of the forces of the North Atlantic bloc and from the Western boundary of the disposition of the forces of the States Parties to the Warsaw Treaty respectively."

The Course of Negotiations

Both the Western four and the U.S.S.R. were to depart from these positions in the course of the negotiations. Early in April the U.S. delegation had informally suggested for consideration the following zones for aerial inspection: (1) a European zone falling between longitudes 5° E. and 30° E. from latitude 45° N. to the Pole; and (2) an Alaskan-Siberian zone falling between longitudes 140° W. and 160° E. and extending from latitude 45° N. to the North Pole.

The U.S.S.R. responded to this suggestion in its proposal of April 30. It proposed that there should be instead a European zone between longitudes 0° and 5° E. and latitudes 54° N. and 39°38′ N., in which case the median longitude of the zone would remain in Germany, the northern limits of the zone would run along the German coast, and the southern limits would pass near the southern tip of Albania. Another larger zone was proposed to include Soviet territory east of longitude 108° E. (which passes through Lake Baikal) and the U.S. territory west of longitude 90° W. (which passes near St. Louis and New Orleans). Control posts "to ensure that there is no dangerous concentration of armed forces and armaments" would, during the first steps of the agreement, be limited to key locations on the eastern seaboard of the United States, in the western border region of the U.S.S.R., and in the territories of the members of NATO and the Warsaw Pact. Shifting away from previous proposals, the U.S.S.R. said control posts at airfields would not be admissible until agreed reductions of conventional armaments were consummated and agreement reached on measures "for the complete prohibition of atomic and hydrogen weapons and their elimination from the arsenals of States."

The Western four did not respond to the aerial inspection zones proposed by the U.S.S.R. on April 30 until August 2, by which time

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AERIAL INSPECTION PROPOSALS
AFGHANISTAN
IRAN
CHINA
MONGOLIA
KOREAN
JAPAN
USSR
ARCTIC CIRCLE
KURIL ISLANDS
SAKHALIN
NOVAYA ZEMLYA
FINLAND
SWEDEN
NORWAY
For details of the proposals covering Europe, see other map.
ARCTIC OCEAN
NORTH POLE
ALEUTIAN ISLANDS
ICELAND
ALASKA
GREENLAND
PACIFIC OCEAN
ATLANTIC OCEAN
CANADA
UNITED STATES
MEXICO
Proposed zone of USSR aerial inspection
Proposed zones of US aerial inspection
29 AUGUST 1957
UNCLASSIFIED
0 MILES 1500
24644

the entire matter had been extensively reviewed within the North Atlantic Council. On August 2 the U.S. Secretary of State joined the subcommittee to present on behalf of the Western four a working paper proposing new measures for the establishment of systems of inspection to safeguard against surprise attack. The systems envisaged included aerial inspection; ground observation posts at principal ports, railway junctions, main highways, and airfields, etc.; and ground inspection teams with specifically defined authority and mobility. Areas open to ground inspection would be not less than those open to aerial inspection. Parties to the agreement would cooperate to establish the systems immediately upon entry into force of the convention. To expedite agreement on the details of installation, maintenance, and operation of sucb inspection units, however, it was suggested that a working group of experts be immediately set up to examine the related technical problems and to report conclusions which could form the basis of an annex to the agreement. Any initially agreed upon system could be extended by later agreement to guard ultimately against surprise attack from anywhere.

The zones mentioned in the document submitted on August 2 were as follows: The four powers proposed that all the territories of the U.S.S.R., Canada, and the United States, including Alaska and the Aleutian Islands, be opened for inspection. Alternatively, an Arctic zone might be created comprising all the Arctic territories of the United States (Alaska), the Soviet Union, Canada, Denmark (Greenland), and Norway, plus a Bering Straits zone including Alaska, the Kamchatka Peninsula, and all of the Aleutian and Kurile Islands. If the U.S.S.R. accepted either of these zones, then (according to the Western proposal) there might be in addition a zone including all of Europe between longitudes 10° W. and 60° E. and bounded on the South by longitude 40° N. Should the Soviet Union reject this zone, a more limited zone could be discussed with the understanding that it would include a significant part of the territory of the Soviet Union in addition to the other countries of Eastern Europe.

Opposing Positions at the Close of Negotiations

To this proposal, which formed the substance of the section of the August 29 proposal concerned with surprise attack, the U.S.S.R. never responded with any further proposal for alternative zones. The surprise attack provisions of the memorandum submitted to the General Assembly by the Soviet Foreign Minister on September 20 did not go beyond the Soviet proposals of April 30. The Soviet representative in London did, however, criticize the August 2 proposals at some length. He dwelt particularly on the point that the zones proposed did not include quite important areas

in the southern part of the northern hemisphere, in the particular areas of North Africa, the Near East, Turkey, Pakistan, and other countries where the United States of America, NATO, SEATO, and other military blocs have military bases. In reply to this Mr. Stassen stressed three points. He noted that the zone proposed by the United States extended for all practical purposes as far south as that proposed by the U.S.S.R. (to 40° N. as compared to 39° 38′ N.). He also pointed out that the zones proposed did not include Communist China and other territory on the Asian mainland which were associated with the U.S.S.R. in matters of defense and armaments and which could not be brought into disarmament negotiations without raising extensive and difficult problems. Moreover, the areas encompassed in the broadest alternative proposed, Mr. Stassen indicated, included an overwhelming percentage of the most important bases of air and ground strength of the United States and of states associated in collective security agreements. (The Secretary of State later affirmed that all our bases might be included. On September 19, 1957, in the General Assembly he said: "If (the Soviet Union) will permit inspection of the Soviet Union and Eastern Europe, they can have inspection of all areas from which the Soviet Union professes to fear attack, i. e., Western Europe, the United States and Canada. There are a few United States bases in other areas, and, as I said at Geneva in 1955, the United States would not object to their also being opened to inspection.")

The Soviet representative also charged that the proposal of an Arctic zone embracing the shortest aerial routes connecting the North American, European, and Asian Continents could "scarcely be taken seriously, for flights over barren, sparsely-inhabited stretches of the Arctic would yield no information useful either for disarmament or for the prevention of a surprise attack by one State upon another." He maintained, in the face of the offer to open all of North America and Europe to aerial inspection in exchange for opening all of the U.S.S.R. that it was motivated by a desire to obtain, "by means of aerial surveys, the fullest possible information on the location of the Soviet Union's most important industrial and communications centres." He also stated (without, however, repudiating the April 30 proposal for aerial inspection to safeguard against surprise attack) that "no manner of inspection can shift the discussion of the disarmament problem out of a deadlock. No kind of aerial photography can prevent surprise attacks. . . . A different way out must be sought."

INTERNATIONAL CONTROL ORGAN

It has been basic to the approach of the United States and the Western four generally to disarmament that no nation can be expected

to lay aside the means of self-defense until it has full assurance that all other nations will at the same time lay aside the means of attacking it. The reluctance of the U.S.S.R. to submit to effective controls to verify disarmament measures was a major consideration in the failure during the negotiations to resolve differences on inspection systems. This same reluctance was apparent in the discussion last summer of the international control organ.

On April 30 the U.S.S.R. indicated that it would accept the constitution of an international control organ "under the Security Council" of the United Nations. Its "functions of control," however, were to be limited to "the collection and analysis of information provided by States on their implementation of partial disarmament measures."

The proposals of the Western four on a control organ were much more detailed. On May 7 the U.S. representative suggested for discussion two new functions for the international control organ. He asked whether the disarmament convention might direct the board of control of the international control organ "to establish a limitation upon the export and import of armaments which might include: (a) restrictions on types or items of armaments that might be exported or imported; (b) prohibitions of the export or import of armaments in certain areas or zones; and (c) requirements for notification to the organization of intention to export or import armaments and reports to the organization of the actual export or import of armaments." He also asked, in a question with special relevance to the problem of surprise attack, "if an international control organ is to be set up . . . could not the military experts in such a control organ establish, without too much difficulty, a means by which notification would be received of any significant movement of land forces over the soil of a foreign State, of sea forces over international waters, or of air forces flying either over the territory of a foreign State or over international waters?"

On June 27 Mr. Stassen made much more specific the U.S. position on the control organ. He stated that it was "our view that the control organ should be under the aegis of the Security Council; that it should operate through a board of control in which certain affirmative votes would be required for significant decisions, as may be agreed; and that this armaments regulation system should be administered through such an establishment; . . . that there must be some method by which the signatories to the treaty all participate in the control organ and all take some part in selecting a smaller group of States to perform a continuing function which might be described as the function of a board of control; . . . (and finally, that it might be) headed, perhaps, by an inspector-general or a director-general who would have a permanent staff under which the international inspectors

of varying types would fit into one combined inspection system which would grow and develop progressively very much in the manner contemplated by the Anglo-French plan" of May 3, 1956.

To these specific ideas the Soviet Union did not respond in kind. On the question of the control organ, as in the case of inspection, the position of the U.S.S.R. at the close of the talks (and in the memorandum which the Soviet Foreign Minister submitted to the General Assembly on September 20) did not go beyond the Soviet proposals of April 30.

The Western proposals of August 29 on an international control organ were as follows:

A. All the obligations contained in the convention will be conditional upon the continued operation of an effective international control and inspection system to verify compliance with its terms by all parties.

B. All the control and inspection services described in the convention and those which may be created in the course of its implementation will be within the framework of an International Control Organization established under the aegis of the Security Council, which will include, as its executive organ, a Board of Control in which the affirmative vote of the representatives of the Governments represented on the Subcommittee and of such other parties as may be agreed will be required for important decisions.

C. All parties to the convention undertake to make available information freely and currently to the Board of Control to assist it in verifying compliance with the obligations of the convention and in categories which will be set forth in an annex to it.

D. The functions of the International Control Organization will be expanded by agreement between the parties concerned as the measures provided for in the convention are progressively applied.

AREAS OF AGREEMENT AND DISAGREEMENT

The differences which remained to be bridged at the close of the subcommittee talks on September 6 may be briefly summarized as follows.

Although the U.S.S.R. continued to charge the Western four with obstructing a comprehensive disarmament agreement, it had reaffirmed its willingness to work first toward partial measures of disarmament to break ground toward a wider agreement. While the U.S.S.R. refused to join in working groups to consider practical problems of control until agreement had been reached on general principles, the entire subcommittee had agreed that there should be an international control organ and that this should be under the aegis of the United Nations. The U.S.S.R. had agreed during the talks for the first time that inspection was desirable to guarantee a possible nuclear test suspension. It had accepted again in successive proposals the concept of aerial inspection as well as ground control posts to safeguard against surprise attack. It had also, while it did

not directly respond to the U.S. proposal of January 14 for controls concerning the penetration of outer space, acknowledged in its proposals the need for control of certain rockets and missiles.

In the sphere of conventional armed forces and armaments agreement had been reached on the levels toward which armed forces should be reduced in successive stages of disarmament, on the transfer of armaments to depots under international control, and on the desirability of listing armaments as a means of negotiating their reduction. No lists were exchanged, however, and the Soviet Union continued (a) to reject our stipulation that reductions beyond those of the first stage should await progress toward the solution of political problems, and (b) to maintain that the withdrawal of troops from foreign assignment and the liquidation of overseas bases should be the subject of disarmament negotiations.

On nuclear weapons two major differences continued to forestall agreement. The U.S.S.R. continued to insist upon a complete prohibition of the use of nuclear weapons in the face of the Western assertion that such an arrangement could not be enforced. It also unconditionally rejected our basic position that if the competition in nuclear armaments is to be dealt with effectively, a test suspension must be accompanied by arrangements leading to the cessation of the future production of fissionable material for weapons purposes.

The Twelfth General Assembly

The 12th General Assembly of the United Nations was quickly termed the "Disarmament General Assembly." At no time in recent years had Foreign Ministers and other heads of delegations given such prominence to disarmament in their opening remarks during the general debate. Thus, Secretary of State John Foster Dulles said in his address of September 19, 1957: "Humanity faces a tragic future if the war threat is not brought under control. It would mean that men, in order to survive, must learn to live as burrowers within the earth's surface to find protection against death. It would mean that man would be a slave to the rapidly mounting costs of an arms race. It would mean that individual freedom would give way to the requirements of their survival." But, he continued, referring to the Western proposals put forth on August 29, 1957: "The free world members of the Sub-Committee on Disarmament reject that future. They accept what are, to some of them, sacrifices, and, to others, risks, in order to chart a course which will reduce the danger of war—not just nuclear war, but all war. Whether or not the Soviet Union today refuses to follow in that course, we can be confident that the enlightened efforts that produced these proposals will not have been in vain. Even if

the Soviet Union now rejects the joint proposals, those proposals should not, on that account, be regarded as dead. Their principles are valid and will live on."

DISARMAMENT COMMISSION

The Disarmament Commission met on September 30, 1957, to prepare its annual report to the General Assembly and Security Council. After a short discussion of the subcommittee proceedings, the Commission unanimously voted to transmit the reports of the subcommittee to the General Assembly and the Security Council for consideration.

THE AUGUST 29 PROPOSALS AND THE 24-POWER RESOLUTION

The position of the United States, the United Kingdom, France, and Canada during the course of the debate on disarmament was succinctly described by U.S. Ambassador Lodge in his opening speech before Committee I (Political and Security) on October 10, 1957. He said:

Permit me to review very briefly what the London proposals consist of, as we renew our offer to the Soviet Union. These proposals are not so complicated as they are sometimes made to seem. I shall try to sum them up, in ordinary language, under five main headings.

1. *Atoms for Peace, Not War.* We want to put an end to production of fissionable materials for war purposes. We propose that no country shall make any more fissionable material for weapons, and that all new production of fissionable material should be devoted to peaceful purposes. This program would begin as soon as an inspection system is in existence to see it carried out. We then propose that a start be made on transferring fissionable materials from weapons stockpiles to peaceful uses, again under international supervision. . . .

2. *Suspend Nuclear Tests.* This would be done immediately upon the ratification of the treaty, and would be followed by the prompt installation of an agreed monitoring system with inspection posts within our respective countries.

3. *Reduce Armed Forces and Armaments.* On this essential part of the disarmament problem we have made definite proposals, not only for the first stage of a disarmament program, but also for second and third stages as well. The troop limit which we suggest for the Soviet Union and the United States in the first stage is 2.5 million men; in the second stage, assuming satisfactory fulfillment of the first step and progress toward settlement of the problems that cause world tension, we would reduce to 2.1 million, and in the third stage to 1.7 million. As to armaments, we propose a practical method of reduction—setting up storage depots in which specified and agreed modern armaments of land, sea, and air would be deposited under international supervision. This plan would reduce the requirements of inspection to a minimum. We are prepared to negotiate at any time on the types and quantities of arms to be deposited in these depots.

4. *Prevent Surprise Attack.* We continue to urge adoption of an "Open Sky" ground and air inspection system to make a massive surprise attack impossible . . . where safeguarding against surprise attack is of the greatest importance. In addition, we have reaffirmed the proposal originally made by President Eisen-

hower at Geneva in 1955. This proposal would embrace the entire territory of the United States and of the Soviet Union. With the consent of the countries concerned, we have also agreed to include territory of Canada and important areas in Europe. We are ready also to include areas in the free world where military bases are located provided the countries concerned also agree. . . .

5. *Control Outer Space Weapons.* Finally, Mr. Chairman, we seek agreement on ways to control the newest deadly creation of science—the outer space missile. . . .

Mr. Chairman, in 1946 when the United States alone had nuclear weapons, it proposed to the United Nations a plan to ensure the peaceful use of the new and tremendous force of atomic energy by putting it under international control. The world knows now that a decade of anxiety and trouble could have been avoided if that plan had been accepted. We now have a similar opportunity to harness for peace man's new pioneering efforts in outer space. We must not miss *this* chance. We have therefore proposed that a technical committee be set up to work out an inspection system which will assure the use of outer space for exclusively peaceful and scientific purposes. If there is general agreement to proceed with this study on a multilateral basis, the United States is prepared to join in this initiative without awaiting the conclusion of negotiations on the other substantive proposals.

These major principles of the London proposals were embodied in a draft resolution introduced on October 11 in the Political Committee under the joint sponsorship of Argentina, Australia, Belgium, Brazil, Canada, Chile, Colombia, Cuba, the Dominican Republic, Ecuador, France, Honduras, Italy, Laos, Liberia, the Netherlands, Nicaragua, Panama, Paraguay, Peru, the Philippines, Tunisia, the United Kingdom, and the United States. The General Assembly, under this draft resolution, would emphasize "the urgency of decreasing the danger of war and improving the prospects of a durable peace through achieving international agreement on reduction, limitation and open inspection of armaments and armed forces." The Assembly would welcome "the narrowing of differences which has resulted from the extensive negotiations in the Subcommittee of the Disarmament Commission," and would express its belief "that immediate, carefully measured steps can be taken for partial measures of disarmament and that such steps will facilitate further measures of disarmament." The Assembly was then to urge that the states concerned, and particularly those on the subcommittee of the Disarmament Commission, give priority to reaching a disarmament agreement which, upon its entry into force, would provide for the following: (a) the immediate suspension of testing of nuclear weapons with prompt installation of effective international control, including inspection posts equipped with appropriate scientific instruments located within the territories of the United States, the Union of Soviet Socialist Republics, the United Kingdom, Pacific Ocean areas, and other points as required; (b) the cessation of production of fissionable materials for weapons purposes and the complete devotion of future production

of fissionable materials to nonweapons purposes under effective international control; (c) the reduction of stocks of nuclear weapons through a program of transfer, on an equitable and reciprocal basis and under international supervision, of stocks of fissionable material from weapons to nonweapons uses; (d) reduction of armed forces and armaments through adequate safeguarded arrangements; (e) the progressive establishment of open inspection with ground and aerial components to guard against the possibility of surprise attack; and (f) joint study of an inspection system designed to insure that the sending of objects through outer space will be exclusively for peaceful and scientific purposes. The Assembly would then request the Disarmament Commission to reconvene its subcommittee as soon as feasible for this purpose and request the subcommittee to report to the Commission by April 30, 1958, on the progress achieved.

THE SOVIET RESPONSE

In his general debate speech on September 20 Soviet Foreign Minister Andrei Gromyko claimed that the London disarmament negotiations had ended in deadlock because the Western members of the Disarmament Subcommittee proposed only measures that would be advantageous to themselves and detrimental to the security of others. Such an approach to these matters, he said, dooms negotiations to failure in advance.

Stressing the "narrow and unrepresentative composition" of the Disarmament Subcommittee, Mr. Gromyko asked, "how can one expect the Subcommittee to achieve positive results when four of its five members are countries of NATO" and when "whole continents like Asia and Africa are not represented"? He called for broadened membership of the Disarmament Commission and its subcommittee and for an abandonment of the "artificial secrecy" surrounding their work. "All countries and all peoples," he said, "are interested in the settlement of the disarmament problem, while the work in seclusion of the Subcommittee is to the obvious advantage of the advocates of the cold war." A different method is needed, he continued, since the practical results of the present negotiating machinery "are not worth the paper on which the verbatim records of the United Nations Disarmament Commission and Subcommittee have been printed."

Subsequently, on November 11 the Soviet Union announced that it would no longer take part in any negotiations in the Disarmament Commission and its subcommittee as then constituted. Instead, the Soviet representative submitted a draft resolution calling for the establishment of a permanent disarmament commission consisting of all the members of the United Nations. This 82-nation body

would function continuously and in public, and the existing disarmament bodies would be abolished.

Mr. Gromyko called upon the General Assembly to devote special attention to the halting of nuclear test explosions; proposed that this question be considered not as an integral part of a general disarmament agreement but as a separate item; and made a proposal, later tabled as a draft resolution, that all nuclear tests be discontinued as of January 1, 1958, for a period of 2 or 3 years, under the supervision of an international control commission. This commission would supervise the establishment of control posts in the U.S.S.R., the United States, the United Kingdom and its possessions, and the Pacific area including Australia.

Mr. Gromyko then submitted a new Soviet memorandum on partial measures of disarmament. Essentially a restatement of the Soviet April 30 proposals tabled at London, this paper contained a new point which Mr. Gromyko called to the attention of the Assembly, saying: "In view of the fact that the Western Powers are at present unwilling to agree to renounce completely the use of atomic and hydrogen weapons, the Soviet Government proposes that the Powers possessing such weapons assume an appropriate obligation for a five-year period, for instance. If no far-reaching agreement on disarmament is concluded during that period, it will be possible to revert to the consideration of this question after the five-year period has elapsed." Such an agreement, he continued, would greatly facilitate further solutions of the disarmament problem. "It is the view of the Soviet Government that this question should be considered separately and that its solution should not be made contingent upon the solution of other aspects of disarmament." This proposal was tabled as a draft resolution on September 23.

COURSE OF DEBATE

The disarmament debate in Committee I (Political and Security) was carried on in the same key of urgency as in the general debate in plenary. The main theme was a concerted effort to bridge the differences between the Western August 29 proposals and those of the Soviet Union. It was clear at the close of the debate that the London proposals were much better understood by most delegations as a result of the discussions. Indeed, as the voting on the 24-power resolution indicated, they were well received by more than two-thirds of the Assembly. The committee approved the 24-power resolution on November 8 by a vote of 57 to 9, with 15 abstentions. The only negative votes were those of the Soviet bloc. The General Assembly,

in plenary session on November 14, adopted the resolution by a vote of 56 to 9, with 15 abstentions.

The resolution as adopted contained three amendments that had been suggested by members in Committee I. The first, sponsored by Bolivia, Costa Rica, Uruguay, and Mexico, recommended that the states concerned consider the possibility of devoting, out of the funds made available as a result of disarmament, additional resources to the improvement of living conditions in the less developed countries. The second amendment, proposed by Norway and Pakistan, added two operative paragraphs which provided for the establishment of groups of technical experts to study inspection systems for disarmament measures, such groups to be composed of one expert from each of the states members of the subcommittee and one from each of three other member states to be designated by the Secretary-General in consultation with the subcommittee. An Indian amendment provided for the addition of a new preambular paragraph recalling the General Assembly's 1954 resolution calling for efforts toward the eventual prohibition and destruction of all nuclear weapons.

During the course of the debate several other delegations submitted draft resolutions for committee consideration. Belgium proposed that the General Assembly seek means for "collective action to inform and enlighten the peoples of the world as to the danger of the armaments race and particularly as to the destructive effects of nuclear weapons." A resolution to this effect was adopted, with only the Soviet bloc voting negatively.

There were also two resolutions of a general nature. India submitted an omnibus resolution which was essentially procedural. It would have created a new discussion group which would then consider the various aspects of disarmament, "taking into account the progress already achieved, and make appropriate recommendations at an early date to the Disarmament Commission. . . ." In an effort to achieve accord in the course of the debate, Yugoslavia introduced a compromise resolution which requested an early convening of the subcommittee and urged its members to achieve agreement essentially on those points outlined in the 24-power resolution. The Yugoslav draft, however, separated the elements of the Western proposals and in particular proposed that the question of test cessation should be taken up individually as a matter of priority. At the request of their sponsors, neither of these resolutions was put to vote.

Polish Foreign Minister Rapacki, in his general debate speech in the plenary on October 2, proposed an atom-free zone in Central Europe. Reiterated in the Committee I debate, this proposal provided that the Polish Government would prohibit the production and stockpiling of nuclear weapons on its territory if the two German

states would agree to follow suit. The Czech delegation announced its willingness to do likewise and reported that the East Germans were also desirous of such an agreement. This proposal was not introduced in the form of a draft resolution.

The question of stopping nuclear tests received more attention than any other point in the disarmament debate. In addition to the Soviet draft resolution mentioned above, Japan and India submitted draft resolutions proposing separate settlement of the question of nuclear testing. The Japanese draft called upon member states to suspend all nuclear test explosions from the time an agreement is reached in principle on a supervision and inspection system necessary to verify such suspension until the conclusion of disarmament discussions at the 13th General Assembly. It further called for immediate negotiation on the installation of an inspection system and requested a reconvening of the subcommittee by January 1, 1958, to consider early agreement on the unsettled points of the disarmament problem.

India, however, asked for immediate suspension of nuclear tests and proposed the creation of a scientific-technical commission to recommend a suitable inspection and control system. Similarly the Soviet Union proposed a 2- to 3-year suspension to begin January 1, 1958. Fulfillment of the obligations of such an agreement would be supervised by an international commission which would report to the Security Council and the General Assembly. This commission would direct the establishment of control posts on the basis of reciprocity in the territory of the U.S.S.R., the United States, the United Kingdom and its possessions, and in the Pacific Ocean area (including Australia).

Discussing these resolutions Ambassador Lodge stressed that although the United States recognized the concern of other countries regarding nuclear tests, it considered that the subject should be viewed in the context of the military and technical dangers confronting the free world. A separate approach to the question of suspending tests would neglect the real problem—that of the danger of war and the use of weapons of any kind on a mass scale. He pointed out that the four-power proposals were designed both to help remove the necessity for nuclear tests and to suspend the tests at the same time. Thus, said Ambassador Lodge, the Soviet Union could bring nuclear tests to a halt and could remove the dangers of surprise attack and nuclear war, if it wanted to. We do not insist that all our proposals be implemented at once. Merely an agreement that they should be carried out in acceptable stages would be enough to set the whole disarmament program in motion, and its first achievement would be the discontinuance of nuclear tests. Even before agreement is reached on these points, he stressed, the United States is prepared to join in

technical studies of an inspection system to assure the use of outer space exclusively for peaceful and scientific purposes.

The Soviet Union withdrew its testing resolution in favor of that submitted by India. The subsequent voting in the Political Committee resulted in the defeat of both the Indian and Japanese testing resolutions, but not by the substantial votes that were expected on the basis of experience with similar resolutions at the 11th General Assembly. The Indian resolution received 22 votes in favor, 38 against, and 20 abstentions. The vote on the Japanese resolution was 18 in favor, 32 opposed, and 31 abstentions.

With regard to the Soviet proposal for complete prohibition of use of nuclear weapons, the United States was supported by several delegations, for example France and Israel, in its contention that such a declaratory approach, limited to affirmation and simple promises, could never bring about the reduction in tension the world sought. The Israeli representative pointed out that the effect of outlawing nuclear weapons would be to award world domination to whichever power possessed superiority in conventional weapons. Nor, he said, could the proposal be justified on moral grounds: the legality of an act of violence has nothing to do with the character of the weapon.

The Soviet draft resolution calling for a 5-year ban on the use of nuclear weapons was rejected in Committee I by a vote of 45 to 11, with 25 abstentions.

Ambassador Lodge questioned the Soviet contention that the Disarmament Subcommittee had proved inadequate as a body in which serious negotiations could take place. Acknowledging the deep and legitimate interest of all states in disarmament, Mr. Lodge went on to express the U.S. belief "that the Assembly decided wisely when, in 1953, it suggested establishment of a Subcommittee of the powers 'principally involved.' This principle is valid today as it was then. A disarmament agreement can be hammered out only through negotiation among the parties who, in the first instance, have to submit to inspection and control and accept reductions and limitations. This in an indispensable first requirement. Basic issues of national security are involved. Accommodation must be achieved by and among these powers."

The Political Committee rejected both the Soviet and Indian proposals for enlargement of the disarmament bodies. However, during plenary consideration of the question, in an effort to meet the Soviet complaint that the Disarmament Commission was insufficiently representative, Canada, India, Japan, Paraguay, Sweden, and Yugoslavia on November 18 submitted a compromise resolution calling for the addition of 14 states to the Commission.

The 6-power draft resolution was adopted by a vote of 60 to 9, with

11 abstentions. Yugoslavia, however, refused to participate in the vote and withdrew its name from sponsorship. The Disarmament Commission, enlarged by this resolution, will after January 1, 1958, consist of Argentina, Australia, Belgium, Brazil, Burma, Canada, China, Colombia, Czechoslovakia, Egypt, France, India, Iraq, Italy, Japan, Mexico, Norway, Panama, Poland, Sweden, Tunisia, the Soviet Union, the United Kingdom, the United States, and Yugoslavia. An amendment proposed by the Albanian delegation to include also Austria, Bulgaria, Ceylon, Finland, Indonesia, Rumania, and the Sudan in the enlarged Commission was rejected 39 to 19, with 19 abstentions.

The representative of the Soviet Union, voting against the 6-power resolution, found the proposal totally unacceptable and stated his country's intention of not participating in any future negotiations in either the present Disarmament Commission and Subcommittee or in the newly constituted 25-member Disarmament Commission. He reintroduced for plenary consideration the Soviet proposal for an 82-nation commission which the General Assembly rejected by a vote of 46 to 9, with 24 abstentions.

NATO Heads of Government Meeting

At the close of their meeting in Paris on December 19, 1957, the NATO heads of government published a communique setting forth the results of their conference. Noting the Soviet refusal to negotiate further within the U.N. disarmament bodies, the NATO powers stated their willingness to promote any negotiations with the Soviet Union likely to lead to the implementation of the proposals agreed to by the NATO countries and set forth in the August 29 working paper. They also stressed their readiness "to examine any proposal, from whatever source, for general or partial disarmament."

If the Soviet Union persists in its refusal to participate in the work of the new Disarmament Commission, the NATO communique said, the NATO powers would welcome a meeting at the foreign ministers level to resolve the deadlock.

INTERNATIONAL ATOMIC ENERGY AGENCY

The International Atomic Energy Agency (IAEA) came into existence in 1957 and commenced operations in Vienna, Austria, its headquarters. This event followed almost 4 years of negotiation and planning which had begun with President Eisenhower's proposal to

the U.N. General Assembly on December 8, 1953, that such an Agency be established to promote the peaceful uses of atomic energy. The Preparatory Commission, established in October 1956 by the Conference on the Statute, held numerous meetings in New York and Vienna, making the necessary arrangements for the first meetings of the General Conference and Board of Governors and preparing a budget and program for the first year of the Agency's existence. The first session of the General Conference convened on October 1, 1957, in the Concerthaus in Vienna, and the first meeting of the Board of Governors took place on October 4.

Preparatory Commission of the International Atomic Energy Agency

The Preparatory Commission consisted of 18 members: Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, Egypt, France, India, Indonesia, Japan, Pakistan, Peru, Portugal, the Union of South Africa, the Union of Soviet Socialist Republics, the United Kingdom, and the United States. The Commission held 59 meetings in 1957, 46 in New York and 13 in Vienna.

The Commission, after establishing its own rules of procedure, staff regulations, financial regulations, etc., began the detailed planning for the first meetings of the General Conference and Board of Governors. The Commission worked on the assumption that the headquarters of the Agency would be in Vienna since this was the preference expressed by the Conference on the Statute. At first it was thought that the General Conference could convene in Vienna in August, but it soon became evident that it would not be possible to complete the necessary arrangements before October 1. Once the date was set it was necessary to acquire facilities and staff for the Conference and to sign an agreement with the Austrian Government governing the conditions under which the Conference would be conducted in Vienna including the status to be accorded members of delegations. In addition, a permanent headquarters agreement was drafted for approval by the General Conference and Board of Governors. Draft rules of procedure and draft agenda were prepared for both the General Conference and the Board of Governors. The Preparatory Commission also developed preliminary versions of staff and financial regulations for the Agency.

With the establishment of the IAEA, an organization designed to concentrate on peaceful uses of atomic energy, it was necessary to contact the Specialized Agencies, as well as the U.N. itself, to alert them to the plans envisaged for the IAEA. The Preparatory Commission began negotiations with the U.N. Secretary-General to develop a relationship agreement that would respect the purposes outlined

in the Agency Statute as well as in the U.N. Charter. This agreement recognizes the IAEA as an autonomous international organization under the aegis of the United Nations responsible for international activities concerned with the peaceful uses of atomic energy. Relationship agreements were not worked out with the Specialized Agencies but left to the Agency to negotiate after it came into existence. In the meantime, however, the Preparatory Commission sent letters to these agencies and to governments requesting that the responsibilities of the new agency be borne in mind as future activities of the Specialized Agencies are planned.

To handle the more technical problems of preparing a program and budget for the first year of the Agency's life, the Preparatory Commission established a working group of the whole at which each member was, so far as possible, represented by experts in the field of atomic energy. This group held a series of informal meetings and prepared detailed proposals to place before the Board of Governors and the General Conference. It recommended a budget of $4,089,000 and an initial staff of 369. In addition to the usual administrative functions, the program called for concentration in the first year on such activities as training, technical assistance, exchange of information, and the application of isotopes.

As the work of the Preparatory Commission proceeded, ratifications of the Statute continued to come in. The Statute provides that the Agency would come into existence when 18 of the signatory nations had deposited ratifications, including any three of the following five: Canada, France, Union of Soviet Socialist Republics, United Kingdom, and the United States. This condition was achieved on July 29, 1957, when the United States became the third of the group of five to deposit its instrument of ratification. After the Statute came into force the Preparatory Commission carried out an additional function assigned to it by annex I of the Statute, namely, the designation of 13 members for 1-year terms to the Board of Governors. The 13 so designated were Australia, Brazil, Canada, Czechoslovakia, France, India, Japan, Portugal, Sweden, the Union of South Africa, the Union of Soviet Socialist Republics, the United Kingdom, and the United States.

General Conference and Board of Governors

When the General Conference convened on October 1 in Vienna, 54 nations were represented. The Conference elected Karl Gruber of Austria as president. It completed the selection of the first Board of Governors by electing 10 members to join the 13 previously designated by the Preparatory Commission. Five of these 10 were elected

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for 2-year terms: Argentina, Korea, Pakistan, Rumania, and Turkey. The second five were elected for 1-year terms: Egypt, Guatemala, Indonesia, Italy, and Peru.

The Board met as soon as its full membership was determined and elected Pavel Winkler of Czechoslovakia as its chairman for the first year. It immediately proceeded to appoint the Honorable Sterling Cole of the United States, formerly chairman of the Joint Committee on Atomic Energy, as Director General of the Agency for a 4-year period. The next day, October 7, the General Conference unanimously approved the action of the Board, and Mr. Cole was sworn in. He took up the functions of his new office on December 1, 1957.

Both the Board and the General Conference approved the program and budget recommended by the Preparatory Commission. The U.S. assessment for Agency expenses was set at 33.33 percent, or $1,362,865 for calendar year 1958, plus an additional $666,600 as a contribution to the $2,000,000 Working Capital Fund. The General Conference also approved the relationship agreement with the United Nations worked out by the Preparatory Commission. The agreement went into effect when the U.N. General Assembly unanimously approved it during the 12th session.

The United States restated its offer, originally made to the Statute Drafting Conference in October 1956, to make available to the Agency, on terms to be agreed, 5,000 kilograms of uranium 235 as well as additional nuclear materials to match all quantities supplied by other nations through July 1, 1960. The United States also offered, subject to appropriate congressional concurrence, a research reactor, an isotope laboratory, and a technical library.

The act authorizing U.S. participation in the IAEA, Public Law 85–117, August 28, 1957, provides that the President shall submit an annual report to Congress on the activities of the Agency and on the participation of the United States therein. Pursuant to this provision a separate, more detailed report is being prepared for submission to Congress.

ATOMIC RADIATION

Scientific Committee on Effects of Atomic Radiation

The United Nations Scientific Committee on the Effects of Atomic Radiation was established by the 10th session of the General Assembly in December 1955 at the suggestion of the United States. The

General Assembly asked the committee to assemble, review, and collate reports received from members of the United Nations and the Specialized Agencies on (1) the observed levels of radiation in the environment and (2) scientific observations and experiments relevant to the effects of radiation on man and his environment. By July 1, 1958, the committee is to submit a report to the General Assembly summarizing the information collected and indicating research projects which might require further study. The 15 members of the committee—Argentina, Australia, Belgium, Brazil, Canada, Czechoslovakia, Egypt, France, India, Japan, Mexico, Sweden, the United Kingdom, the United States, and the U.S.S.R.—all appointed scientists as their representatives in keeping with the general purpose for which the committee was established. The U.S. representative is Dr. Shields Warren, Scientific Director, Cancer Research Institute, New England Deaconess Hospital in Boston. His two alternates are Dr. Austin Brues, Director of the Division of Biological Research of the Argonne National Laboratory, and Merril Eisenbud, Manager of the New York Operations Office of the Atomic Energy Commission.

A special staff was set up in the U.N. Secretariat to service the committee. This staff was headed first by Gunnar Randers of Norway and subsequently by Dr. Raymond Appleyard of Canada. The committee held two meetings in 1956 at U.N. headquarters in New York, one lasting for 2 weeks in March and another for 2 weeks in October.

The third meeting of the committee, and the only one held in 1957, took place at the U.N. European office in Geneva from April 8 to April 18. Dr. Zenon Bacq of Belgium was elected chairman for the next year, and Dr. E. A. Watkinson of Canada was chosen vice chairman. At this meeting the committee concentrated its attention on the genetic effects of radiation. Most delegations included experts in this field who took part in the informal discussions which constituted the first substantive committee consideration of this subject. Concurrently, informal meetings were held to exchange information on the latest radiological data, including fallout measurements. At the close of this meeting the committee agreed on the general outline of its final report and appointed subcommittees to work with members of the Secretariat in the preparation of the first draft of each chapter of the committee's report. One subcommittee was set up to prepare an introductory chapter giving a general description of the problem of radiation and its effects. Other subcommittees were organized to deal with radiological data, somatic effects of radiation, genetic effects of radiation, and collected conclusions, evaluations, and recommendations. Dr. Warren was appointed chairman of the subcommittee on genetics.

The committee reaffirmed the need for cross-checking of measurements of strontium-90 among laboratories for comparison of data and invited members of the United Nations or the Specialized Agencies to participate in a standardization program for this purpose. So far 16 nations have cooperated.

The committee was unable to meet in November in New York as it had planned because of the shortage of facilities during the session of the General Assembly. The fourth meeting was scheduled for January 27, 1958, at which time the actual formulation of the report would begin.

In response to the committee's request for the submission of certain types of information, 137 reports were received from member states and from the Specialized Agencies through the end of 1957. The U.S. contribution through the end of 1957 consisted of 33 detailed reports, e. g. the National Academy of Sciences report on "The Biological Effects of Atomic Radiation."

As appropriate, the committee is cooperating with various Specialized Agencies—the World Health Organization (WHO), the Food and Agriculture Organization (FAO), the U.N. Educational, Scientific and Cultural Organization (UNESCO), and the World Meteorological Organization (WMO). The committee is also working with the International Commission on Radiological Protection and the International Commission on Radiological Units and Measurements.

The Czech Item on the Effects of Atomic Radiation

On July 12, 1957, Czechoslovakia requested the inclusion of an item entitled "Effects of Atomic Radiation" on the agenda of the 12th session of the General Assembly and on August 26 submitted an explanatory memorandum on its proposed item. This memorandum stressed the dangers to humanity from atomic radiation, especially through the continued testing of nuclear weapons. The memorandum, noting the existence of the Scientific Committee on the Effects of Atomic Radiation and the fact that this committee is to submit its report to the 13th General Assembly, urged that the committee and the Specialized Agencies concerned give consideration to the possibility of convening a broad scientific conference on the effects of atomic radiation. It further urged the United Nations to take immediate steps to prevent any further increase in the levels of radiation.

On November 2 the Czechoslovak delegation submitted a draft resolution whereby the General Assembly would recommend the holding of a scientific conference on the effects of atomic radiation;

request the Secretary-General, with the advice of the Radiation Committee and the Advisory Committee on the Peaceful Uses of Atomic Energy, to prepare an agenda and determine a place for such a conference; and request the Radiation Committee, in cooperation with the IAEA, to make yearly reports on the levels of radiation and its effects on man, as well as to make indications of research fields where further study may be required.

Committee I (Political and Security) of the General Assembly considered this item at its meetings from November 7–11, 1957. Under a draft resolution cosponsored by Argentina, Australia, Belgium, Brazil, France, Sweden, the United Kingdom, and the United States the Assembly would call upon the parties concerned to continue to make available information to the Radiation Committee, request the Radiation Committee to complete its report at the earliest possible date, and decide to include this report on the agenda of the Assembly's 13th session. Amendments to this draft resolution were subsequently offered by Japan to request the Secretary-General to study the need and method of strengthening the Radiation Committee and to submit a report to the 13th General Assembly.

Later, at the same meeting on November 11, the United States, speaking on behalf of the cosponsors of the above resolution, announced that they were in agreement that their draft resolution should not be put to the vote. The representative of Czechoslovakia agreed not to put his resolution to the vote, and the Japanese made a similar announcement with respect to their amendments.

Committee I on the same day unanimously adopted a resolution introduced by India on behalf of Argentina, Australia, Austria, Belgium, Brazil, Canada, Egypt, France, India, Japan, Mexico, Poland, Sweden, the United Kingdom, the United States, and Yugoslavia. This resolution requests the Scientific Committee on the Effects of Atomic Radiation to complete its report at the earliest possible date and to make that report available to all members of the United Nations, the Specialized Agencies and the 2d conference on the peaceful uses of atomic energy; requests the Secretary-General, in consultation with the Scientific Committee, to consider the question of the strengthening and widening of scientific activities in this field, taking into account the 12th General Assembly discussions and to report to the 13th session of the General Assembly; decides to include in the agenda of the 13th session the report of the Scientific Committee on the Effects of Atomic Radiation; and transmits to the Scientific Committee the record of discussion of this item.

This resolution was unanimously adopted in plenary on November 14, 1957.

PEACEFUL SETTLEMENT

Algeria

The question of Algeria continued in 1957 to pose difficult issues for the United Nations. Under French law Algeria is an integral part of France, and French authority has been exercised in Algeria on this basis for more than 100 years. For this reason France has insisted that events in Algeria are strictly a matter of domestic jurisdiction and consequently not proper for discussion in the United Nations. Since November 1954 a nationalist rebellion has been taking place in Algeria which has involved extensive terrorist activities and almost continuous fighting between rebel forces and the French Army. The Algerian nationalists contend that France must recognize Algeria's right to independence, but the French maintain that, while they are prepared to agree to administratively autonomous local government in Algeria, there must be maintained indissoluble ties with France. The fighting that has accompanied this situation has been a source of especial concern to Morocco and Tunisia, which only recently achieved their independence and are naturally sympathetic to Algeria's national aspirations.

At its 11th session the General Assembly concluded consideration of the Algerian item by unanimously adopting a resolution that expressed the hope that "a peaceful, democratic and just solution" would be found. This action became possible after the French Foreign Minister outlined to the Assembly a French program for Algeria involving an offer of free elections by universal suffrage as soon as possible after the conclusion of a cease-fire and stated France's intention to discuss Algeria's future with the elected Algerian representatives. Since this program appeared to offer some prospects for success, the General Assembly was able to reach agreement on a resolution of a general nature, recognizing the unwisdom of any action that might impede implementation of the French plan.

During 1957 French efforts were concentrated on the preparation of the text of a *loi-cadre* (basic law) setting forth the framework for the political evolution of Algeria. This law envisaged a federal structure but indissolubly linked Algeria to France. Progress in the French National Assembly was slow, and extensive fighting continued throughout Algeria.

DISCUSSION AT THE TWELFTH SESSION

It was in these circumstances that 21 of the African, Arab, and Asian members of the United Nations (later joined by Burma), on

July 18, requested the inclusion of the question of Algeria in the agenda of the 12th session. The accompanying explanatory memorandum pointed out that there had been no indication of any progress toward the achievement of the solution envisaged in the previous Assembly's resolution and that, on the contrary, suffering and loss of life in Algeria had continued. This deteriorating situation, the memorandum alleged, was bound to make a solution more remote than previously. The item was included in the Assembly's agenda without objection.

In 14 meetings—from November 27 through December 6—Committee I (Political and Security) discussed the situation in Algeria in great detail without, however, being able to reach agreement on any resolution. More than 50 representatives participated in the debate.

At the outset the French representative, Foreign Minister Christian Pineau, made clear that his Government did not regard the discussion as either useful or timely. After repeating that France did not regard the Assembly as competent to discuss Algeria, Mr. Pineau explained that his purpose in the discussion was "to bring the truth of the Algerian question to the knowledge of international opinion," to stress French efforts to bring about a peaceful settlement, and to refute the calumnies against France in order to publicize France's own grievances, among which he emphasized the help given the Algerian rebels from other countries, extensive terrorist activities, and Communist participation in Algerian subversion. He reaffirmed French readiness for a cease-fire, elections, and finally discussions to decide the definitive institutions of Algeria, taking into due account the aspirations and interests of the various communities in Algeria. France, he said, was determined to continue this policy, of which the *loi-cadre*, which he analyzed in some detail, was one instrument; the Algerian rebel forces, the F.L.N., however, refused any negotiations until all their own demands, including French recognition of Algeria's right to independence, were met. That was one basic reason, the French representative continued, that France had felt unable to follow through with the offers of good offices recently made by the King of Morocco and the President of the Republic of Tunisia. He concluded by urging the Assembly "to allow France to continue putting into effect the peaceful, democratic and just solution" for which it hoped and to avoid "thoughtless interference" which would only risk postponing a solution.

The Tunisian representative, Ambassador Mongi Slim, was the leading spokesman for the states that had requested Assembly consideration of the Algerian situation. Instead of the peaceful solution envisaged at the 11th Assembly session, he said, the world had witnessed "an aggravation of the Algerian war with all its de-

struction and casualties," as well as an expansion in its area, with grave repercussions in Tunisia. He criticized sharply the approach in the French *loi-cadre*, particularly as "a unilateral system granted by France" maintaining the fiction of "French Algeria" and as a regression from previous French commitments. He also accused France of unnecessary violence and brutality. However, Tunisia had not abandoned hope of a peaceful solution; its joint appeal with Morocco to the two parties to undertake negotiations and their offer of good offices reflected this hope and desire.

Speaking on December 3 the U.S. representative, Ambassador Henry Cabot Lodge, recalled the 11th Assembly's unanimous action, which the United States had believed would furnish a helpful impetus to the development of a peaceful solution. Then as now it was convinced that "the General Assembly should avoid any step concerning the Algerian problem which might prejudice prospects for a peaceful solution." He regarded the recent adoption by the French National Assembly of a law for Algeria dealing with community relationships as a step forward. A further immediate consideration, Mr. Lodge emphasized, was the need to bring an end to violence and bloodshed in Algeria, something which would contribute to creation of a situation in which the legitimate aspirations of all the people of Algeria could be fulfilled. Commenting that the committee's discussion displayed a recognition of the difficulty of the Algerian problem and a spirit of conciliation and moderation, the U.S. representative referred approvingly to the recent offer of good offices by Morocco and Tunisia. If France did not now feel this offer could bring a satisfactory solution, steps such as these or others might, under circumstances in the not too distant future, promote a peaceful solution. He concluded that in the meantime France "should have a further opportunity to foster political evolution toward the common objective of stability and peace in Algeria in a way which will satisfy the aspirations of the people of Algeria."

ASSEMBLY ACTION

The Indonesian representative, speaking also on behalf of Afghanistan, Burma, Ceylon, Egypt, Ghana, Iraq, Jordan, Lebanon, Libya, Morocco, Nepal, Saudi Arabia, Sudan, Syria, Tunisia, and Yemen, on December 5 introduced a draft resolution. After preambular provisions regretting that the hope expressed in the Assembly's previous resolution had not been realized, recognizing the applicability of the principle of self-determination to the Algerian people, and noting the continued suffering and loss of human life in Algeria, the resolution would have had the General Assembly "call for negotiations

for the purpose of arriving at a solution in accordance with the principles and purposes of the Charter of the United Nations."

A second draft resolution was submitted the same day by Argentina, Brazil, Cuba, the Dominican Republic, Italy, Peru, and Spain. Basically it followed the action taken at the 11th session in again expressing hope for a peaceful, democratic, and just solution, except that it also took note of the attempts at settlement both through offers of good offices and French legislative measures. Certain Arab states immediately rejected this draft.

On December 6 the Irish representative, together with the Canadian and Norwegian delegates, proposed two amendments to the 17-power text, explaining the purpose to be a more accurate reflection of the general sense of the debate and the desire to arrive at a draft commanding the widest possible measure of acceptance, if not unanimity. The first amendment substituted for the specific preambular reference to the principle of self-determination a statement recognizing that the Algerian people "are entitled to work out their own future in a democratic way." The second amendment was a substitute operative paragraph according to which the General Assembly would propose "effective discussions for the purpose both of resolving the present troubled situation and of reaching a solution in accordance with the purposes and principles of the Charter of the United Nations."

That afternoon the committee was ready to vote. Several of the sponsors of the 17-power resolution objected to the amendments as introducing serious ambiguities, particularly in deleting the clear reference to the principle of self-determination, and also because of certain problems in their translation into French.

In a roll-call vote the amendments cosponsored by Canada, Ireland, and Norway were adopted, 37 to 36, with 7 abstentions. The United States supported the amendments. The 17-power resolution as amended was rejected as the result of a tie vote, 37 to 37, with 6 abstentions. On behalf of the cosponsors of the 7-power resolution the Argentine representative announced that they did not wish to press for a vote but reserved the right to submit it to the General Assembly. As at the 11th Assembly session France did not participate in the voting.

The Committee I report was presented to the plenary on December 10, the rapporteur emphasizing that, although no resolution had been adopted, the debate had revealed general agreement on the necessity to reach a solution in accordance with Charter principles. Meantime through private negotiations Argentina, Brazil, Canada, Cuba, the Dominican Republic, India, Iran, Ireland, Italy, Japan, Mexico, Norway, Peru, Spain, and Thailand had succeeded in drafting a new resolution acceptable to those concerned. Assembly President Munro

read the text to the Assembly, since the document had not yet been processed for circulation, and put it immediately to the vote, there being no objection to this somewhat unusual procedure. It was adopted by 80 votes to 0, without discussion or explanation of vote.

Under the resolution the General Assembly again expressed concern over the situation in Algeria, took note of the good offices offer of the King of Morocco and the President of Tunisia, and expressed "the wish that in a spirit of effective cooperation *pourparlers* will be entered into and other appropriate means utilized with a view to a solution in conformity with the purposes and principles of the Charter of the United Nations."

Cyprus

Although the 11th General Assembly had been able to conclude its consideration of the Cyprus question by adopting on February 27, 1957, a compromise resolution which "expressed the earnest desire that a peaceful, democratic and just solution will be found, in accordance with the purposes and principles of the Charter of the United Nations, and the hope that negotiations will be resumed and continued to this end," little occurred during the spring and summer to improve the prospects for a solution. Greece contended that the Assembly's resolution required negotiations between the British and Cypriots, while the United Kingdom insisted that the resolution was also intended to cover negotiations among the three governments concerned—Greece, Turkey, and the United Kingdom. These sharply divergent interpretations contributed to blocking implementation of the Assembly's resolution, and negotiations did not take place. Violence on the island did, however, subside after the British Government released Archbishop Makarios from his exile in the Seychelles Islands, although the United Kingdom did not permit the Archbishop to return to Cyprus.

On July 12, 1957, Greece requested the inclusion in the agenda of the 12th General Assembly session of an item entitled "Cyprus: (a) application under the auspices of the United Nations, of the principle of equal rights and self-determination of peoples in the case of the population of the island of Cyprus; (b) violations of human rights and atrocities by the British Colonial Administration against the Cyprians." The explanatory memorandum submitted in early September claimed that no progress had been made toward a solution of the main problem which Greece identified as "liberation of the people of Cyprus from colonial rule and the application of their right of self-determination." The memorandum went on to refer to a British offer to deal with the problem on a tripartite basis within the framework of the

North Atlantic Treaty Organization, a proposal that Greece viewed as contrary to the Assembly's resolution.

RENEWED ASSEMBLY CONSIDERATION

When the Greek item was considered by the Assembly's General Committee for inclusion in the agenda, the Norwegian representative proposed that the item be amended to read simply "the Cyprus question." His motion was unanimously adopted, and the item was referred to Committee I (Political and Security) for consideration.

The committee did not reach the item on Cyprus until December 9. A draft resolution had been submitted by Greece. The resolution, after referring to past Assembly action and considering the need for an early solution, would have had the General Assembly express the wish that the people of Cyprus be given "the opportunity to determine their own future by the application of their right to self-determination."

Committee discussion was initiated by the British representative, Comdr. Allan Noble. He stressed the desire of the United Kingdom to find a solution acceptable to all concerned, including Greece and Turkey, as well as the peoples of Cyprus. The "need for a peaceful and friendly atmosphere" and for "quiet discussion amongst the parties concerned with the object of reaching a compromise solution" was apparent. Commander Noble emphasized that the policy of successive British Governments was to promote self-government in Cyprus. In the British opinion the core of the problem had now become the active support from Greece for the *enosis* movement, which made the issue international. After reviewing past efforts to achieve a solution, including recent exchanges between Her Majesty's Government and those of Greece and Turkey, Commander Noble saw some hopeful signs and emphasized his Government's willingness to discuss with Greece and Turkey any solution for the Cyprus question and to give most sympathetic consideration to any proposals commending themselves to both Greece and Turkey. Any future arrangement, he concluded, must also provide for good order, internal security, good government, protection of the rights of all the people, and the safeguarding of British strategic responsibilities in Cyprus.

The Greek representative, Foreign Minister Averoff, stressed the need to permit the people of Cyprus to determine their own future free from any outside intervention. He alleged that the British colonial authorities had resorted to methods of violence and terrorism in their efforts to maintain order on the island and gave various illustrative cases. He insisted that the only possible way to bring about a solution was to permit the people of Cyprus, whom he praised for their patience and responsiveness to the 11th Assembly's appeal, the

opportunity to choose for themselves. He denied any direct Greek interest in Cyprus and also contended that Turkey was not entitled to interpose in any way in this problem. Mr. Averoff reiterated the Greek position that a tripartite formula for negotiations was absolutely unacceptable and that only negotiations between the British and the people of Cyprus, whom he designated as the chief interested party, would be useful. Greece, he said, was speaking for the Cypriots because they were unable to plead their own cause in the United Nations. The Greek mandate was solely "to aid the people of Cyprus along the path toward self-determination and political emancipation." Since the Assembly's previous resolution had not been implemented, owing, the Greek Foreign Minister charged, to British insistence upon negotiations among governments without regard for the people of Cyprus, he was obliged to submit the same type of resolution proclaiming the principle of self-determination that he had proposed to the 11th session. Adoption of such a resolution reflecting the fundamental principle that should be applied to Cyprus would be a specific answer.

The Turkish representative, Ambassador Selim Sarper, began by pointing out his Government's concern resulting from the facts that Cyprus was close to Turkey and part of its people were Turkish. Pointing out that Cyprus had never been part of Greece, he considered it would be unrealistic to permit the Greek community alone to decide on the fate of the island as a whole and particularly of its people of different backgrounds. The real issues had no bearing on colonialism; the sole question was the Greek desire for *enosis*. Self-determination was merely an incidental factor. He considered that the previous resolution afforded an opportunity for a solution if a sincere desire for a peaceful, democratic, and just solution existed among the three governments concerned. He charged that the Greek Government lacked such a sincere desire and alleged that Greek rejection of all efforts for negotiations was the only cause for delay in the progress toward a solution.

The U.S. representative, Ambassador Lodge, recalled the continuing American conviction that "those directly concerned must themselves work out the eventual settlement" and that U.N. deliberations in the absence of agreement among the parties could not solve the problem which involved three of our close allies and the people of Cyprus. "Quiet diplomacy" held the greatest promise in these circumstances, he said, emphasizing that the methods envisaged in article 33 of the Charter had not been exhausted, though some progress had been made in discussions. Consequently, he concluded that it would be a mistake for the General Assembly to endorse any specific solution.

On December 12 Canada, Chile, Denmark, and Norway submitted a series of amendments to the Greek resolution making certain revisions in the preamble, including a reaffirmation of the resolution adopted at the 11th session of the Assembly, expressing concern that more progress had not been made, and replacing the operative paragraph by a new text whereby the Assembly would express "its earnest hope that further negotiations and discussions between those concerned will be promptly undertaken in a spirit of cooperation with a view to finding a peaceful, democratic and just solution, in conformity with the Purposes and Principles of the Charter of the United Nations." The Canadian representative explained that the purpose of the amendments was to insure that the Assembly do nothing that would come in the way of direct negotiations among the parties most concerned. The substitute operative paragraph referred to all the Charter purposes and principles rather than only the right of self-determination. While accepting the preambular amendments immediately, the Greek representative strongly opposed the substitute operative paragraph as altering the resolution completely and absolutely unacceptable to Greece which desired a vote on the question of self-determination. He therefore submitted a subamendment providing still another text for the operative paragraph, according to which the Assembly would express the earnest hope that "further negotiations and discussions will be undertaken promptly in a spirit of cooperation with a view to applying the right of self-determination in the case of the people of Cyprus." A draft subamendment to the four-power amendments, submitted by Spain, was immediately accepted by its cosponsors.

After considerable discussion of both the procedure and the character of the amendments, Committee I on December 12 was ready to vote. The Greek representative insisted that his subamendment should be voted on first, and, although there were objections voiced on the ground that this represented a deviation from the usual procedure according to which the Assembly would vote first on the amendment furthest removed from the original, this point of view was not pressed to a decision. The committee chairman announced his intention to put the Greek subamendment to the vote first, and a vote was taken by roll call. The Greek subamendment was adopted by 33 votes to 18, with 27 abstentions including the United States. This meant that the four-power amendments were never put to the vote. The final resolution, as amended, was also voted on by roll call and adopted by 33 votes to 20, with 25 abstentions including the United States. In the ensuing explanations of vote a number of delegations, including the United States, made clear that their negative votes or abstentions reflected their view that the specific endorsement

of the principle of self-determination in this case would not help produce a solution.

The committee's report was considered by the plenary on December 14. While the various speakers explaining their votes all emphasized their desire for an early and equitable solution, the division that had prevailed in the committee regarding the wisdom of applying the principle of self-determination to Cyprus continued. The Greek representative maintained that this principle would assist "a practical solution." On the other hand the British spokesman repeated that the United Nations should not try to lay down the lines on which a solution should be sought in the absence of agreement among those directly concerned. The ensuing roll-call vote resulted in failure of the draft resolution to receive the required two-thirds majority. The vote was 31 to 23, with 24 abstentions including the United States.

Hungary

The heroic revolt of the Hungarian people against Soviet domination, which began with student demonstrations on October 23, 1956, and ended after Soviet armed forces intervened on a massive scale on November 4, was the cause for repeated action by the General Assembly in late 1956 and early 1957. After the Soviet Union's veto blocked substantive action by the Security Council, the second emergency special session of the General Assembly was convened on November 4, 1956, in order to consider the Hungarian situation. The problem of Hungary continued to be a center of attention at the 11th regular session of the General Assembly which met from November 12, 1956, to March 8, 1957.

The Assembly adopted a total of eleven resolutions on Hungary during these two sessions. On December 12 after the Soviet Union had defied repeated calls by the General Assembly to withdraw its troops from Hungary, to cease intervening in the affairs of Hungary, and to permit the entry of U.N. observers into Hungary the Assembly adopted a resolution that condemned the Soviet Union's violation of the U.N. Charter in depriving Hungary of its liberty and independence and called upon the U.S.S.R. to withdraw its armed forces and to permit the reestablishment of the political independence of Hungary. This was followed by the adoption on January 10, 1957, of a 24-power resolution which established a Special Committee on the Problem of Hungary composed of representatives of Australia, Ceylon, Denmark, Tunisia, and Uruguay. The committee was formed for the purpose of obtaining "the fullest and best available information regarding the situation created by" the Soviet intervention.

The committee was instructed "to investigate, and to establish and maintain direct observation in Hungary and elsewhere" and to report its findings to the Assembly during its 11th session and thereafter as appropriate.

SPECIAL COMMITTEE OF INVESTIGATION

The Special Committee on the Problem of Hungary held its first meeting in New York on January 17, 1957. Alsing Andersen of Denmark was elected chairman and K. C. O. Shann of Australia, rapporteur. The other three members of the committee were R. S. S. Gunewardene of Ceylon, Mongi Slim of Tunisia, and E. R. Fabregat of Uruguay.

The Special Committee submitted an interim report to the General Assembly on February 20, 1957. In describing its initial activities the committee reported that it had sent a note to all member states requesting information relevant to its task. It had also requested governments with diplomatic representation in Budapest to submit any special information they might have. The committee reported that the Hungarian regime had refused it entrance into Hungary but that it would persist in its efforts "to obtain information by direct observation in Hungary."

The committee in the meantime had proceeded to hear witnesses from among Hungarian refugees in the United States. Similar hearings were later conducted in Europe. A total of 111 witnesses appeared before the committee: 35 in New York, 21 in Geneva, 16 in Rome, 30 in Vienna, and 9 in London. These refugees were selected by the committee on the basis of their knowledgeability and representativeness. They included such prominent Hungarian leaders forced to flee Hungary as Anna Kethly, Bela Kiraly, and Jozsef Kovago.

The Hungarian authorities on March 25 reiterated their refusal to permit the Special Committee to enter Hungary. On March 30 Rumania also rejected the request of the Special Committee to meet with Imre Nagy, then "interned" in Rumania.

A number of U.N. members responded to the Special Committee's request for assistance in its investigation. The United States and six other governments submitted information concerning Hungarian refugees in their countries whose testimony might be of special interest. The United States, as well as Belgium, France, the Netherlands, Italy, and the United Kingdom, submitted reports to the committee giving a detailed picture of events in Hungary. The Special Committee also had at its disposal numerous Hungarian publications and monitored reports of Hungarian radio broadcasts.

The "Report of the Special Committee on the Problem of Hungary" was published on June 20, 1957, and immediately received worldwide attention and approval. It was hailed as an objective and exhaustive report which clearly set forth the steps taken by the Hungarian people to achieve freedom and independence and the subsequent intervention and suppression by the armed forces of the Soviet Union.

RECONVENED SESSION OF THE ELEVENTH GENERAL ASSEMBLY

When the 11th General Assembly recessed on March 8 it adopted a resolution that specifically provided for its reconvening as necessary to consider the question of Hungary, as well as the Middle East situation. The 24 sponsors of the resolution establishing the Special Committee met on June 26 to consider what action might be taken in connection with the report. They recommended that the General Assembly reconvene in order to consider the report as soon as possible. This recommendation was formally introduced by the United States on June 27 in a letter from Ambassador Lodge to the President of the General Assembly.

The 11th General Assembly had but two documents before it when it reconvened on September 10, 1957—the "Report of the Special Committee on the Problem of Hungary" and a draft resolution on the same subject sponsored by the United States and 36 other countries. In its preambular paragraphs the draft resolution would have the General Assembly recall its resolution of January 10, 1957, establishing the Special Committee, acknowledge receipt of the Special Committee's report, and express regret that U.S.S.R. and Hungarian authorities "have failed to cooperate in any way with the Special Committee." Under the operative paragraphs the General Assembly would express its appreciation to the Special Committee for its work, endorse the report of the Special Committee, and note the conclusion of the Special Committee that the events in Hungary constituted a spontaneous national uprising. The General Assembly would further find that the conclusions reached by the Special Committee confirm that the U.S.S.R. in violation of the U.N. Charter has deprived Hungary of its liberty and political independence; the present Hungarian regime has been imposed on the Hungarian people by the armed intervention of the U.S.S.R.; the U.S.S.R. has carried out mass deportations of Hungarian citizens; the U.S.S.R. has violated its obligations under the Geneva Conventions of 1949; and the present authorities in Hungary have violated the human rights and freedoms guaranteed by the Treaty of Peace with Hungary.

Under the draft resolution the General Assembly would further

condemn these acts and the continued defiance of General Assembly resolutions; reiterate its concern with the continuing plight of the Hungarian people; consider that further efforts should be made to achieve the objectives of the United Nations; and call upon the U.S.S.R. and the present authorities in Hungary to desist from repressive measures against the Hungarian people, to respect the liberty and political independence of Hungary and the Hungarian people's enjoyment of fundamental human rights and freedoms, and to insure the return of Hungarian citizens deported to the Soviet Union.

The draft resolution requested H.R.H. Prince Wan Waithayakon of Thailand, as the Special Representative of the General Assembly on the Hungarian problem, to take such steps as he might deem appropriate in view of the findings of the Special Committee to achieve the objectives of the United Nations in respect to Hungary, to consult as appropriate with the Special Committee, and to report and make recommendations as he might deem advisable to the General Assembly. Finally, the draft resolution would place the Hungarian item on the provisional agenda of the 12th General Assembly.

The rapporteur of the Special Committee began the discussion by formally presenting its report to the Assembly. After expressing the committee's gratification at the reception given the report "in almost all countries of the world," he reviewed the committee's terms of reference and the source material for its report. He stressed the "converging nature" of the evidence on the Hungarian uprising and summarized the main conclusions reached by the committee.

Ambassador Lodge, speaking on behalf of the United States, stated that both the report of the Special Committee and the continuation of repressive measures against the Hungarian people necessitated renewed consideration of the problem of Hungary. In connection with the latter point Ambassador Lodge reviewed the reforms that the Soviet-imposed Kadar regime had promised the Hungarian people in early November 1956 in a vain effort to win some degree of popular support. Ambassador Lodge demonstrated that the Hungarian authorities not only failed to keep any of the promises but resorted to ruthless repressions. He pointed out that "that regime is, of course, an agent of Moscow's will. The wrongs it has done flow from the original wrong done by Moscow in crushing Hungary's liberty and independence by armed force."

Mr. Lodge next reviewed the provisions of the 37-power draft resolution and called for its adoption. In conclusion he stated:

> The greatest danger we face in this difficult and tragic matter is that we will give in to despair. The most necessary quality for us, therefore, is steadfastness. We know what is right. Although there is considerable physical power behind the

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thing which is wrong, those who wield that power are human beings who can be brought to change their minds. It is not only in our interest, but in theirs as well, that change should occur. Until it does they will continue surrounded, as they are today, by bitter and hostile people who will turn against them the minute they have the chance.

No less than 48 other delegations participated in the debate. Almost all of the speakers with the exception of the Soviet bloc condemned the Soviet intervention in strong terms and supported the 37-power draft resolution.

The representative of Burma introduced three amendments to the resolution—one would have substituted the word "deplores" for "condemns"; another would have the Assembly endorse merely the "main" conclusion of the Special Committee; and the third would have eliminated the provision for consultations between the Special Representative and the Special Committee. Ambassador Lodge expressed appreciation of "the good motives of those who suggest the amendments" but opposed them on the grounds that "in the eyes of world public opinion" they would seem to "weaken" or "water down" the draft resolution.

On September 14 the 11th Assembly completed action on the Hungarian item. The three Burmese amendments were rejected by large majorities. The 37-power resolution itself was next put to a vote and was adopted by 60 votes (U.S.) to 10, with 10 abstentions. Opposed were the nine members of the Soviet bloc plus Yugoslavia. Nepal, Saudi Arabia, Syria, Yemen, Afghanistan, Ceylon, Egypt, Finland, India, and Indonesia abstained.

In accepting his assignment as Special Representative of the General Assembly on the problem of Hungary, Prince Wan expressed his faith "in the righteousness of the United Nations course in the present instance" and pledged himself to do his best.

STATUS OF HUNGARIAN DELEGATION TO THE TWELFTH ASSEMBLY

When the Credentials Committee of the 11th Assembly met on February 12, 1957, it adopted a motion, subsequently approved by the General Assembly, "that the Committee take no decision regarding the credentials submitted on behalf of the representatives of Hungary." By this action the representatives of the Hungarian regime were seated on a provisional basis only, in accordance with rule 29 of the General Assembly's rules of procedure.

The United States introduced an identical motion that "the Committee take no decision" on the Hungarian credentials when the Credentials Committee of the 12th General Assembly met on December 6, 1957. In explaining this motion Ambassador James J. Wadsworth of the United States recalled that the reconvened session of the

11th Assembly determined *inter alia* in its resolution of September 14 that "the present Hungarian regime has been imposed on the Hungarian people by the armed intervention of the U.S.S.R." Ambassador Wadsworth stated: "The finding is pertinent to our own work today. . . . It is clear that we cannot accept the credentials being offered to us by the Budapest regime. At the same time we must not be led by our indignation to take what might be construed as punitive action against the Hungarian people."

The U.S. motion to take no decision was adopted by the Credentials Committee by 6 votes (U.S.) to 1 (U.S.S.R), with 2 abstentions (Burma, Liberia). The Credentials Committee report was approved by the General Assembly on December 10.

SPECIAL REPRESENTATIVE

On December 9, 1957, Prince Wan reported to the General Assembly on his activities as Special Representative on the Hungary problem. Prince Wan listed as his objectives: (1) the humanitarian treatment of political prisoners in Hungary, (2) the return of deportees from the U.S.S.R., (3) the withdrawal of Soviet troops from Hungary, and (4) free elections in Hungary.

Aware of the difficulties of his task Prince Wan concentrated on humanitarian problems as a first step. He first approached the Soviet Foreign Minister on September 30, 1957, and "made an appeal for humanitarian treatment" in Hungary. After the Soviet Foreign Minister said "this did not concern the Soviet Government," Prince Wan appealed for the return of Hungarian deportees from the Soviet Union. The Soviet official replied that the stories about deportations were "made up," that the item was "illegitimate," and that he could not discuss it.

Prince Wan made a similar approach to the Hungarian Foreign Minister on October 10, 1957, appealing for more lenient treatment of prisoners, for admission of students to universities without discrimination, and for an amnesty for political offenders. The Hungarian Foreign Minister replied that these were matters for the Hungarian Government to decide, that Hungary could not admit U.N. observers and therefore would not permit Prince Wan to enter Hungary, but asserted that he would answer any questions submitted in writing by Prince Wan. However, the Hungarian authorities after further discussions informed Prince Wan that it would not negotiate on this "internal affair" and therefore could not accept Prince Wan's list of questions.

In brief the Hungarian and Soviet authorities refused to cooperate in any way with the Assembly's Special Representative.

Prince Wan closed his report with the following statement:

> I cannot believe . . . that the Hungarian and Soviet Governments will remain insensible to the voice of world opinion and the conscience of mankind which continues to make an insistent and righteous appeal for the freedom of the Hungarian people. It is my hope, therefore, that as the international tension relaxes, I would be given an opportunity to assist in establishing full international cooperation in promoting respect for human rights and fundamental freedoms in Hungary.

DEBATE AT THE TWELFTH ASSEMBLY

Prince Wan's report was discussed at a plenary session of the General Assembly on December 14. The President of the General Assembly, Sir Leslie Munro of New Zealand, opened the discussion with a brief statement on the report. He expressed the hope that "the parties concerned will give him [Prince Wan] the necessary cooperation as he continues his efforts on this very important issue."

The U.S. representative, Ambassador Lodge, noted that "in spite of the callousness and indifference with which the Soviet and Hungarian authorities repulsed his efforts to carry out his humanitarian functions, Prince Wan will continue to seek the opportunity to assist in establishing full international cooperation in promoting respect for human rights and fundamental freedoms in Hungary." He also noted that the Special Committee on the Problem of Hungary was meeting within a week and pledged U.S. cooperation with the committee.

Ambassador Lodge called the Assembly's attention to unconfirmed reports that Gen. Pal Maleter and other members of the Imre Nagy government of November 1956 were being placed on trial in Budapest. He enumerated other repressive measures officially announced by the Hungarian regime in recent weeks and pointed out that these acts were in defiance of General Assembly resolutions. "In view of these recent developments in Hungary," Ambassador Lodge declared, "I hereby serve notice that the United States Government will request the convening of a special session of the General Assembly on the Hungarian question should the circumstances warrant it. On the basis of further information about new developments in Hungary, we could then determine what further steps should be taken to help the people of Hungary."

Kashmir

For the first time since December 23, 1952, the Security Council resumed active consideration of the 9-year-old Kashmir dispute on January 16, 1957.

This dispute originated when India and Pakistan were established as independent nations in August 1947. The princely states of Jammu and Kashmir (commonly called Kashmir) became the scene of armed struggle almost immediately after partition of the subcontinent. At that time more than 500 princely states were given the choice of joining either one or the other of the two new nations. This choice was, in most cases, easily made on the basis of geographic proximity and the preponderance of Hindu or Moslem population. However, Kashmir is contiguous to both India and Pakistan, with a mixed, though predominantly Moslem, population. Its disposition quickly became an object of contention which led to hostilities late in 1947.

The dispute was first brought before the Security Council in January 1948. The Council established the United Nations Commission for India and Pakistan (UNCIP). This Commission obtained Indian and Pakistani agreement to a cease-fire, which went into effect January 1, 1949, and also to certain principles embodied in the Commission's resolutions which were endorsed by the Security Council and under which a truce and a plebiscite were to be arranged. Subsequent efforts to implement these principles by the Council's appointment of a U.N. representative, first Sir Owen Dixon of Australia and later Dr. Frank P. Graham of the United States, have, unfortunately, achieved little significant progress.

The last Security Council action prior to January 1957 was the adoption of a resolution on December 23, 1952, urging the Governments of India and Pakistan to enter into immediate negotiations, with Dr. Graham's assistance, in order to reach agreement on the specific number of forces to remain on each side of the cease-fire line at the end of the period of demilitarization. The U.N. representative was requested to continue to make his services available to the parties and to keep the Security Council informed of any progress.

In his fifth and latest report on March 27, 1953, Dr. Graham concluded that, since the proposals he had advanced were not acceptable to the parties, there was no ground left at that stage on which to continue negotiations.

RENEWED SECURITY COUNCIL CONSIDERATIONS

The Security Council resumed active interest in Kashmir after its President received a series of three letters from Pakistan. The first letter, dated November 17, 1956, called attention to press reports "concerning the constitution framed for the State of Jammu and Kashmir by the so-called assembly now sitting in Srinagar, which will come into force on January 26, 1957," and noted that sections of this constitution stating that "the state is an integral part of

India" were to come into force November 17, 1956. This move was described as "a challenge to the authority of the Security Council" and counter to the declared objectives of the Security Council for a free and impartial plebiscite. The second letter, dated November 26, 1956, stated that it had been confirmed "that the action, which according to Indian press reports was to be taken on November 17 for the 'integration' with India of that part of the State of Jammu and Kashmir which is under Indian military occupation, has since been taken." On January 2, 1957, Pakistan addressed a third letter to the Council President stating that, despite its efforts during the past 3 years, a satisfactory solution had not been worked out; that India had refused on one pretext or another to honor its international commitments under the two resolutions of the U.N. Commission for India and Pakistan (UNCIP); that Pakistan had been forced to conclude that direct negotiations between the Governments of India and Pakistan held out no prospect of a settlement; and that India's opposition to a plebiscite, accompanied by steps to "integrate" unilaterally Kashmir with India in disregard of the assurances given by the Security Council, had combined to create an explosive situation constituting a serious threat to peace.

FIRST SECURITY COUNCIL ACTION

The Security Council met on January 16, 1957, to hear the statement of the Foreign Minister of Pakistan, Firoz Khan Noon. The Foreign Minister declared that direct negotiations between Pakistan and India for resolving the deadlock over the implementation of the agreement for a plebiscite in Kashmir had failed solely because of the intransigent attitude of India and its unwillingness to honor international obligations freely assumed by it in 1948 as embodied in the UNCIP resolutions. Urging the withdrawal of all troops from Kashmir, he declared that the functions of protecting the state and insuring international security should be entrusted by the Council to a United Nations force "which should be introduced into the area at once."

V. K. Krishna Menon reviewed the Indian position on Kashmir when the Security Council reconvened on January 23. He asserted that the issue was one of aggression, pointing out that India had come to the Security Council on January 1, 1948, with a request under article 35 that Pakistan be asked to prevent tribal and Pakistan nationals from taking part in the fighting in Kashmir and to deny to raiders use of Pakistani territory, as well as other types of assistance. This request, Mr. Menon said, was still pending. What the Council should concern itself with was measures "to vacate" this aggression

and terminate Pakistan's illegal occupancy of a part of Kashmir. He further asserted that Kashmir was an integral part of the Indian Union and that the validity of Kashmir's accession to India in October 1947 could not be questioned. It therefore had a right to call a constituent assembly. India was bound by the UNCIP resolutions, but the commitment under part III of these resolutions to confer with Pakistan regarding a plebiscite was contingent upon implementation of parts I and II. No truce agreement, as envisaged in part II, had been concluded since there had not been a withdrawal of Pakistani troops (part I). Until a truce agreement had been achieved there could be no question of conferring with respect to a plebiscite as provided in part III.

On January 24, 1957, the Security Council by a vote of 10 to 0, with the Soviet Union abstaining, adopted a resolution jointly sponsored by Australia, Colombia, Cuba, the United States, and the United Kingdom. This resolution reminded the governments and authorities concerned of the principle embodied in the previous Security Council and UNCIP resolutions that the final disposition of the state of Kashmir will be made in accordance with the will of the people expressed through the democratic method of a free and impartial plebiscite conducted under the auspices of the United Nations. It further declared that any action that the Kashmir Constituent Assembly may have taken or might attempt to take to determine the future shape and affiliation of the entire state or any part thereof would not constitute a disposition of the state in accordance with the foregoing principle.

SECOND SECURITY COUNCIL ACTION

On January 30 the Security Council met again to hear the Foreign Minister of Pakistan. He expressed the view that the resolution of January 24 had taken care of the first matter his Government had brought before the Council—the step taken by India to integrate Kashmir into India. The second matter was that direct negotiations between India and Pakistan to resolve the deadlock over the question of demilitarization of Kashmir had failed to bear any fruit. The best way to resolve this deadlock, he said, was "to introduce a United Nations force in Jammu and Kashmir and call upon all the forces of India and Pakistan to withdraw from the state, demobilize the local militia on both sides of the cease-fire line, and enable the people of Kashmir to decide in a free and impartial United Nations plebiscite whether they wish to accede to India or Pakistan."

In responding on February 8 the Indian representative, Mr. Krishna Menon, stated that India would honor its international obligations

and that the only obligations were the two UNCIP resolutions. He reiterated the Indian view of the Kashmir dispute and again asserted that no part of the UNCIP resolutions could be considered until Pakistani forces had been withdrawn from Kashmir.

A draft resolution, jointly sponsored by the United States, the United Kingdom, Australia, and Cuba, was tabled February 14. This resolution authorized the President of the Security Council for February, the Swedish representative, Ambassador Gunnar Jarring, to visit the subcontinent. He would then examine with India and Pakistan "proposals which, in his opinion, are likely to contribute to the achievement of demilitarization or to the establishment of other conditions for progress towards the settlement of the dispute, having regard to the previous resolutions of the Council and UNCIP, and bearing in mind the statements of the parties and the proposal for the use of a temporary United Nations force."

The U.S. representative, Ambassador Lodge, stressed that it was the duty of the Security Council to assist the parties concerned to find a just and equitable solution. He expressed the belief that, unless the parties were able to agree upon some other solution, the recommendation by the Security Council that there be a plebiscite should prevail. The resolution before the Council was designed to build points of agreement under the UNCIP resolutions. Concerning Pakistan's proposal for a temporary U.N. military force to be sent to Kashmir and to assist in demilitarization, Ambassador Lodge said that it deserved consideration and should be borne in mind in the formulation of any new step to achieve a settlement.

Addressing himself to the proposed resolution, the Swedish representative, Mr. Jarring, stated that Sweden was fully prepared to serve. However, he went on to say that "in the event it should not prove possible to advance the solution of the problem in such a way and the question comes before the Council again, Sweden might at that time deem it advisable to have the legal background of the question clarified by referring some of the legal aspects of the matter to the International Court of Justice for an advisory opinion."

India voiced strong opposition to the four-power resolution, and particularly to the idea of a U.N. force, which it regarded as totally vitiating the resolution. Mr. Menon emphasized that India would, under no circumstances, permit the stationing of foreign troops on its soil. He also claimed that the situation had been altered by Pakistan's added military strength.

The Pakistan Foreign Minister countered that his country had accepted military aid in order to strengthen its defenses and that this aid would not be used for aggressive purposes. He denied that the forces on the Pakistan side of the cease-fire line had been increased.

Mr. Menon argued, however, that U.S. military aid to Pakistan was so considerable as to challenge India's security.

The Soviet representative offered certain amendments to the proposed resolution. In his statement he explained that the question of Kashmir had already been settled by the people of Kashmir and that it was an integral part of India. The situation in Kashmir had changed in the years subsequent to the Council's resolution providing for a plebiscite. To introduce U.N. troops into Kashmir for the purpose of forcibly holding a plebiscite would contradict the Charter. The Soviet representative went on to state that the parties involved had not exhausted all possibilities for a peaceful settlement of the question. The amendments proposed by the Soviet Union would have eliminated reference to previous Security Council resolutions and would have limited Mr. Jarring's terms of reference to an examination of the situation with the parties involved.

These amendments failed to obtain a majority vote in the Security Council. On February 20 the four-power resolution was defeated by a Soviet veto (its 80th). The actual vote was 9 in favor, 1 opposed (U.S.S.R.), and 1 abstention (Sweden, owing to its special position).

Immediately following the Soviet veto the United States, together with Australia and the United Kingdom, tabled a revised resolution which omitted reference to the U.N. force and which went on to authorize the President of the Security Council to visit the subcontinent and to examine with India and Pakistan "any proposals which, in his opinion, are likely to contribute towards the settlement of the dispute, having regard to the previous resolutions of the Security Council and UNCIP." Mr. Jarring was asked to report to the Security Council not later than April 15, 1957. On February 21 this resolution was adopted by a vote of 10 to 0, the Soviet Union abstaining.

JARRING REPORT

Mr. Gunnar Jarring reported to the Security Council on April 29. He stated that he had had conversations with the top leaders of the Governments of India and Pakistan between March 14 and April 11. He had directed his efforts toward finding a solution for the problems that had arisen in connection with the two UNCIP resolutions. India, he said, considered that the first impediment to the implementation of the UNCIP resolutions was Pakistan's failure to implement sections B and E of part I of the resolution of August 13, 1948, and that it was, therefore, premature to discuss implementation of parts II and III. Secondly, India considered that it was incumbent on Pakistan "to vacate the aggression." Pakistan, on the other hand, maintained that part I had been implemented fully and in good faith by them and that the time had come to implement part II.

In order to break the deadlock regarding the question of whether part I had been implemented, Mr. Jarring said that he had suggested arbitration. He said that, while Pakistan after some hesitation had accepted this in principle, India did not feel that arbitration would be appropriate because such a procedure would be inconsistent with the sovereignty of Jammu and Kashmir and the rights and obligations of India with respect to this territory. Mr. Jarring pointed out that he could not fail to note the concern expressed during his conversations in connection with the changing political, economic, and strategic factors surrounding the whole Kashmir question, together with the changing patterns of power relations in West and South Asia. He concluded by saying that, while he had been unable to report to the Council "any concrete proposals which, in my opinion, are likely to contribute toward a settlement of the dispute," he believed that "my examination of the situation as it obtains at present would indicate that, despite the present deadlock, both parties are still desirous of finding a solution to the problem."

On the same day that the report was transmitted, the Pakistani representative addressed a letter to the President of the Security Council that protested the announcement in New Delhi on April 23 that the states of Jammu and Kashmir would be incorporated into the Northern Zonal Council which would then be composed of the states of Punjab, Rajasthan, Jammu, and Kashmir. The Government of Pakistan reserved the right to seek later further action by the Security Council on this matter.

A further communication from the Pakistani representative was received on August 5. This communication charged that India was settling non-Moslems in various areas of Kashmir in contravention of U.N. resolutions with the intent of impeding a plebiscite in that disputed state. The letter declared: "In the estimation of my Government, the purpose behind these moves by the Government of India is to endeavor to convert the Moslem majority . . . into a minority, thereby complicating the holding of a plebiscite."

The Indian representative in a letter of August 9 declared these charges "baseless" and that the Pakistani complaint "falsely attributes non-existent motives to the Government of India." The communication asserted that in fact no nonresident person is permitted to become a resident of Jammu and Kashmir.

THIRD SECURITY COUNCIL ACTION

The Pakistani representative in a letter dated August 21, 1957, requested a Security Council meeting during the first week of September to discuss the Jarring report.

The Security Council convened on September 24 to hear the Pakistan Foreign Minister, Firoz Khan Noon. He expressed the view that, since all efforts to seek a settlement of the Kashmir dispute through negotiation and mediation had failed, it was essential to "squarely face the issue raised by India's persistent refusal to carry out her international obligations with regard to Kashmir." He declared that the Council should proceed from the place where it left the dispute on December 23, 1952, and take "positive steps to bring about demilitarization so as to ensure that a plebiscite would take place." He urged that all troops, whether Indian or Pakistani, be withdrawn from the Kashmir cease-fire line and a U.N. force be stationed there to prevent any violation. Then, he said, "if India creates conditions favorable for a plebiscite, this unfortunate dispute which has lasted over a decade and embittered relations between two neighboring countries, will be peacefully and speedily resolved."

V. K. Krishna Menon, replying for India on October 9, stressed that the basis on which the dispute was before the Council was the original complaint by his Government that Pakistan had aggressed in Kashmir. India still considered the matter a simple case of "vacating aggression." He called upon the Security Council to demand full withdrawal of Pakistani troops from Kashmir and the cessation of a new "war of subversion" which, he charged, began in mid-June 1957. He declared that India had no intention of settling the question by force of arms and that India still favored peaceful negotiations. However, he held that the Kashmir situation was not subject to arbitration, that the territory was part of India, and that India would not agree to a U.N. force as proposed by Pakistan.

Ten Security Council meetings were held during the latter part of October and through November. These meetings heard lengthy statements by the Indian representative as well as statements by Pakistan and the other Council members. On November 18 the U.S. representative, Mr. Wadsworth, introduced a draft resolution jointly sponsored by Australia, Colombia, the Philippines, the United Kingdom, and the United States. This resolution requested the U.N. representative (Dr. Graham) to make any recommendations he considered desirable in connection with part I of the UNCIP resolution of August 13, 1948, having regard to Dr. Graham's third and fifth reports and Mr. Jarring's report, with a view toward implementing part II of the UNCIP resolution and to reaching in particular an agreement on reduction of forces to a specific number on each side of the cease-fire line. It further called for both India and Pakistan to cooperate with Dr. Graham to formulate an early agreement on demilitarization procedures which should be implemented within 3 months of such agreement being reached.

The Swedish representative introduced a series of amendments on November 28 which deleted any reference to the report of the U.N. representative or to the Jarring report. They requested the U.N. representative to make any recommendations to the parties looking toward the implementation of the UNCIP resolution of August 13, 1948, and January 5, 1949. The amendments also recommended deletion of any reference to formulating an agreement on demilitarization to be implemented within 3 months of the agreement. These amendments were accepted by the sponsors.

On December 2, 1957, the Security Council adopted the resolution as amended by a vote of 10 to 0, with the Soviet Union abstaining. In substance this resolution incorporated the earlier draft resolution plus the Swedish amendments. It called upon Dr. Graham, as U.N. representative, to make renewed efforts to achieve an agreement between the two governments. Dr. Graham was authorized to visit the subcontinent for the purpose of taking "further appropriate action with a view to making progress toward the implementation of the UNCIP resolutions and towards a peaceful settlement of the dispute." Dr. Graham was instructed to report to the Security Council on his efforts as soon as possible.

The Pakistani representative promised to cooperate fully with Dr. Graham, although he saw serious objections to some aspects of the resolution. The Indian representative expressed his Government's willingness to receive Dr. Graham. He stated, however, that the resolution was unacceptable to India and that the only resolution India could accept was one calling upon "the aggressor to vacate the aggression."

Dr. Graham departed from New York for the subcontinent on January 9, 1958, pursuant to the resolution of the Security Council.

Korea

THE STATUS OF THE ARMISTICE

The Korean armistice continued in effect during 1957. There was one important development, however. On June 21 the United Nations Command (UNC) announced to the Communist side in the Military Armistice Commission (MAC) that, in view of the persistent Communist violations of the Armistice Agreement, particularly those involving the illegal introduction of reinforcing combat equipment on more than a piece-for-piece basis and of new and improved types of weapons, the UNC would consider itself entitled "to be relieved of corresponding obligations under the provisions of this subparagraph until such time as the relative military balance has been restored"

and the Communist side, by its actions, has demonstrated willingness to comply with the provisions of the armistice. The subparagraph to which reference was made was paragraph 13 (d), which called upon both sides to cease the introduction into Korea of reinforcing aircraft, vehicles, weapons, and ammunition, but provided that such items, if destroyed, worn out, or expended, could be replaced on the basis of piece-for-piece of the same effectiveness and same type.

The UNC representative in the MAC made clear that the sole purpose was to restore the relative balance that the armistice was intended to preserve; that the replacement weapons would be deployed for defensive purposes only; and that the UNC intended fully to observe the cease-fire and all the provisions of the armistice except to the extent to which it was entitled to be relieved of compliance with the reinforcing provisions because of Communist violations and except for those provisions relating to the activities of the Neutral Nations Supervisory Commission (NNSC) which were suspended by the UNC in May 1956 after a long history of their frustration by the Communist side.

The Communist representative rejected the UNC statement and accused the UNC of seeking to wreck the armistice. He denied any Communist violations, repeated old charges that the UNC had introduced new weapons and equipment secretly, and called again for withdrawal of foreign troops from Korea, for an international conference to discuss unification, and for conversion of the armistice into a "lasting peace."

On August 9 this UNC action was reported in detail to the United Nations. The report reviewed the history of the problem and included the basic evidence of the Communist military build-up in the North in direct violation of the pertinent armistice provisions.

UNCURK

The United Nations Commission for the Unification and Rehabilitation of Korea (UNCURK), whose members are Australia, Chile, the Netherlands, Pakistan, the Philippines, Thailand, and Turkey, submitted its regular annual report on its work to the 12th General Assembly. The Commission functioned primarily through a subcommittee located at Seoul, Korea, and composed of the representatives of Australia, the Philippines, Thailand, and Turkey. It reported that during the year, since the Communist position remained adamant, it had found no change in the basic prospects for realizing the fundamental objective of the United Nations in Korea, namely, to bring about the establishment of a unified, independent, and democratic government for the whole Korean peninsula. At the same

time it commented with satisfaction on the increasing ability of the Republic of Korea in the development of representative government.

ASSEMBLY CONSIDERATION

The Korean question was considered in Committee I (Political and Security) from November 12 to 18 and in plenary session on November 29. At the outset the U.S. representative, the Honorable Walter Judd, Congressman from Minnesota, proposed that a representative of the Republic of Korea be invited to participate without the right to vote in the committee's discussion. The Indian representative submitted an amendment, the effect of which would have been also to invite a representative of the north Korean regime. After a short discussion, and following rejection of the Indian amendment by a vote of 20 to 36, with 20 abstentions, the invitation to the Republic of Korea was approved by 44 votes to 15, with 16 abstentions. The Korean representative then took his seat in the committee.

The U.S. representative spoke first in the committee's general debate. For the more than 10 years that it had been dealing with Korea, he said, the United Nations had been guided by two objectives: the establishment through peaceful means of a unified, independent, and democratic Korea under a representative form of government, and the full restoration of international peace and security in the area. The aspirations of the Korean people for freedom, independence, and unification would have been realized long ago had it not been for the intransigence of the Soviet Union, its north Korean puppet, and the Chinese Communists. Dr. Judd reviewed the circumstances of the aggression against the Republic of Korea and the assistance and support rendered by the United Nations to repel the aggressors. He recounted the refusal of the Communist side of the Geneva Conference to work toward a just settlement of the Korean question and the massive and continuing violations of the armistice in Korea by the Communist regimes. In Korea the Communist side had refused to permit any real inspection by the Neutral Nations Supervisory Commission and had introduced combat materiel into north Korea in large quantities in violation of the armistice. The U.N. Command had been forced to take action to preserve the military balance provided for by the Armistice Agreement. That action had been fully reported to the United Nations by the Unified Command.

The U.S. representative pointed out that there was a wide discrepancy between the words and deeds of the Communist side regarding Korea. It had never shown by its actions any sincere desire for the peaceful unification of Korea. The U.S. representative concluded

by saying that it was still not too late for the Communist side to show its good faith. If it really wanted a peaceful settlement it could show its sincerity by taking the following steps: withdrawing the thousands of Chinese Communist troops that still occupied north Korea in defiance of U.N. Resolution 498(V); responding to the fair, and still outstanding U.N. proposals for the peaceful unification of Korea; honoring its obligations under the Armistice Agreement to account satisfactorily for the 2,720 military personnel whose fate still remained unknown; and returning the thousands of abducted south Korean citizens to their homes, or at least disclosing their fate.

The Soviet representative also spoke November 12. He repeated the familiar Soviet charges and distortions, alleging that it was the United States that had committed aggression in Korea, that the Soviet Union and the north Korean regime alone were interested in the promotion of peace in the area and the welfare of the Korean people, and that the U.N. side had violated the Armistice Agreement.

The Korean representative described the progress that has been achieved in the Republic of Korea under difficult conditions and appealed to the committee for the unification of his country. Other speakers emphasized the continuing role and responsibilities of the United Nations on the Korean question. Soviet-bloc representatives followed the Soviet lead in their statements.

At the conclusion of the debate the U.S. representative intervened to correct the distortions of the record by the Soviet representative which had also been echoed in statements by satellite spokesmen. He said that the United States would continue to put the record straight just as often as it was distorted. He pointed out that it was a fact of history that Communist forces—north Korean and Chinese Communists—had committed aggression against the Republic of Korea, and that this had been reported by the United Nations Commission on Korea, which was on the spot at the time, and also reaffirmed by the General Assembly in its resolution of February 1, 1951.

The U.S. representative then recounted in detail Communist violations of the Armistice Agreement. He showed how the Communist side had disregarded the provisions of the Armistice Agreement providing for inspection by a neutral body and for reporting of the replacement of combat materiel. He drew upon U.S. intelligence and other sources to show the extent to which the Communist side had illegally introduced reinforcing combat materiel into north Korea. As one example he pointed out that U.N. Command radar equipment had tracked a total of more than 4,200 enemy aircraft movements in north Korea and adjacent waters in the month of March 1954, only 7 months after the armistice came into effect. The U.N. Command

had established that more than 700 combat aircraft, the majority of them the latest type jets, had been illegally introduced into north Korea.

In the light of these and similar massive violations of the Armistice Agreement, Dr. Judd explained, the U.N. Command had taken appropriate steps to restore and maintain the relative military balance existing on July 27, 1953, when the armistice was signed. The purpose of these steps was to preserve the armistice. The U.N. Command intended to observe fully, as it had in the past, the cease-fire provision and all other provisions of the Armistice Agreement except to the extent that it was entitled to be relieved from compliance by violations by the Communist side.

A draft resolution on the Korean question was introduced in the committee on November 13, 1957, by 11 of the 16 countries that had contributed forces during the hostilities in Korea (Australia, Ethiopia, France, Greece, Luxembourg, New Zealand, the Philippines, Thailand, Turkey, the United Kingdom, and the United States). This draft resolution reaffirmed U.N. objectives in Korea and urged that continuing efforts be made to achieve them. It called upon the Communist authorities concerned to accept these objectives so that a settlement of the Korean issue could be achieved, based on the fundamental principles that had been set forth at the Geneva Conference in 1954 by the U.N. side. It requested UNCURK to continue its work and asked the Secretary-General to place the Korean question on the provisional agenda of the next session of the General Assembly. This draft resolution was adopted in the Political Committee on November 18 by a vote of 53 to 9, with 15 abstentions. Only the Soviet bloc opposed it.

The Korean question was considered in plenary on November 29. Following a short debate in which Soviet spokesmen reiterated their previous charges and the U.S. representative again spoke to correct these distortions, the General Assembly adopted the committee-recommended resolution by a vote of 54 (U.S.) to 9, with 16 abstentions. Again only the Soviet bloc countries opposed the resolution.

The Israeli-Jordanian Case

On July 21, 1957, Israel undertook preparatory work for tree planting in the area between the armistice demarcation lines in the vicinity of Jabal el Mukkaber south of Jerusalem. After having filed complaints with the Mixed Armistice Commission (MAC) and the United Nations Truce Supervision Organization (UNTSO), Jordan on September 4 requested an urgent meeting of the Security

Council to consider the Israeli activities which in its opinion violated the Israeli-Jordanian Armistice Agreement. On September 5 Israel presented a countercomplaint alleging "violations by Jordan of the provisions of the General Armistice Agreement, and in particular of Article VIII thereof."

SECURITY COUNCIL CONSIDERATION

The Security Council met September 6 on both matters and, after placing them on its agenda and hearing both parties, turned its attention to the Jordanian complaint first.

The Jordanian representative asserted that the Truce Supervision Board and the cease-fire agreement in 1948 made the area in question a no-man's-land, which the Armistice Agreement confirmed. The only exception was that the small Israeli and Arab communities in the area at the time of the cease-fire could remain there, provided their activities were confined to their own property. Efforts in the Mixed Armistice Commission to divide the area between Israel and Jordan had been inconclusive, he said. The Israeli activities, he contended, sought to establish the right of access to, and control over, privately owned Arab properties in Jabal el Mukkaber and "to gain new strategic positions of importance which would render practically impossible all defense of the Arab part of Jerusalem." In Jordan's view the area was under control and supervision of the United Nations which should defend the owners' rights to their properties and the existing status of those properties. Israeli activities were being carried out under the contention that the work was confined to the western side of the so-called civilian line dividing the area, a line which, he said, did not exist.

The Israeli representative addressed himself primarily to Israel's complaint against Jordan. He placed particular stress on the nonimplementation of article VIII of the Armistice Agreement which called for establishment of a special committee to deal with the operation of specified facilities and communications affecting the two states. Except for a limited initial success in 1949 the special committee had not functioned because of Jordan's refusal to appoint its representative. Jordan had also violated article I of the Armistice Agreement which set up certain principles to be observed by both parties during the armistice as a means of promoting a return to peace, the Israeli representative charged. Peace was the central theme of article I, which, in Israel's opinion, was the heart of the Armistice Agreement and which Arab leaders had ignored. Moreover, he asserted, Jordan had violated article XII of the Armistice Agreement which provided for the convocation of a special conference to revise the Armistice

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Agreement upon the request of either party. Jordan's refusal to participate "betokens an attitude to the Armistice Agreement which cannot but have grave consequences for its continued integrity."

Turning to the Jordanian complaint the Israeli representative said that it was not an appropriate matter for Council discussion. The work undertaken by Israel preparatory to planting trees, he said, had been undertaken on Israel's side of a *de facto* demarcation line dividing the respective areas of activity of Israeli and Jordanian civilians in the area between the lines.

The Philippine representative noted that the Armistice Agreement did not provide for the regulation of affairs within the area between the armistice demarcation lines, unlike the case in the Israeli-Syrian Armistice Agreement with respect to the demilitarized zone between Israel and Syria. There was also considerable uncertainty about the extent and nature of the authority both of the parties and of the United Nations over the area between the lines. In these circumstances the Philippine representative suggested that the Acting Chief of Staff of UNTSO should report to the Council on conditions prevailing in the area between the lines, including a review of the presence and activities of the parties in the area between the lines, any existing provisions for regulating activities there, and possible recommendations. In view of Israel's complaint it would also be useful to have a report on compliance with the General Armistice Agreement. In the meantime he expressed the hope that both parties would refrain from taking any action in the area between the lines that would tend to increase tensions. These views were endorsed by the U. S. representative and other Council members, and the Council adjourned on the understanding that the Acting Chief of Staff would be requested to submit the two above reports, the one addressed to the Jordanian complaint to be submitted first.

UNTSO REPORTS

In his first report, dated September 23, the Acting Chief of Staff noted that the demilitarized character of the zone had been violated during the initial stage of the afforestation project. While the UNTSO considered itself competent to exercise surveillance over the zone to maintain its demilitarized status, the organization lacked specific authority or terms of reference with respect to civilian activities. Therefore the UNTSO, the Acting Chief of Staff stated, could not express any authoritative opinion on the merits of the arguments of both parties. He reported that UNTSO had from the outset of the controversy actively sought to assist the parties in finding a solution. It had tried to arrange a meeting between the parties through the Mixed Armistice Commission, but this had not been

feasible due to Israel's refusal to meet in an emergency Mixed Armistice Commission meeting and to Jordan's insistence that no other type of Mixed Armistice Commission meeting was acceptable. UNTSO had also conducted a fact-finding investigation in the zone and had urged Israel to suspend the work in the interest of maintaining the tranquillity that had prevailed in the area for many months. However, Israel had indicated it did not feel justified in suspending the work, emphasizing that it was of a purely civilian nature and would be strictly limited to the afforestation project.

The Acting Chief of Staff saw three possible ways of approaching the problem: (1) transform the area into a no-man's-land; (2) revert to conditions existing there at the time the Armistice Agreement was signed; or (3) arrive at an arrangement that would take into account to some extent the changes that had taken place since then. The first two alternatives did not appear to be advisable. The third appeared to offer a reasonable basis for a solution. Under it civilian activities could continue but should be restricted in order not to create new incidents and tension. Accordingly, the civilian activities of both parties should be kept separate and the ownership of the land as established in the land registries should be respected. No Arab-owned land would be used by Israeli civilians and vice versa unless otherwise mutually agreed. The Acting Chief of Staff therefore recommended that the parties meet through the Mixed Armistice Commission machinery to discuss civilian activities in the zone and that, in order to create an atmosphere that would be more conducive to fruitful discussion, Israel suspend its afforestation project pending the outcome of such discussions. Estimating that the discussions should be completed within 2 months, he recommended that the Council be advised of their result.

In his second report, dated October 31, the Acting Chief of Staff addressed himself to the Israeli complaint regarding the implementation of articles VIII, I, III, and XII of the Armistice Agreement. Recalling that Israel on a number of occasions had raised the question of the resumption of the work of the Special Committee established in article VIII, he pointed out that Jordan had maintained its position that it would be preferable to maintain the status quo "unless changes in the general situation remove the security problems involved." The Acting Chief of Staff recognized the possibility of dangerous incidents in the Jerusalem area but believed that Israel was entitled to request the implementation of the provisions of article VIII. An agreed solution of the problems to which either party attached great importance would help, he said, in relaxing tensions between the two countries. He noted that under article VIII of the Armistice Agreement no provision was made for any assistance to be rendered by any U.N.

body. In order to improve the application of the Armistice Agreement, which was the purpose of the committee to be set up under article VIII, the main problem in the opinion of the Acting Chief of Staff was the resumption by Israel of full participation in the meetings of the Mixed Armistice Commission and full cooperation with the observation and investigation machinery of the Truce Supervision Organization.

With regard to the application of article I he noted that both Israel and Jordan considered the other as having violated the basic provisions of the Armistice Agreement. He pointed out that the scope for UNTSO action, besides being reduced by lack of cooperation, was limited. In particular it could do little to secure the implementation of article I which, in the opinion of the chairman of the Mixed Armistice Commission, fell outside of the competence of the Commission. As far as implementation of article XII was concerned, the Acting Chief of Staff reported no further developments since 1954 when Israel unsuccessfully sought to have a special conference convened pursuant to that article.

JORDANIAN REQUEST FOR COUNCIL ACTION

On November 22 the Security Council met again at Jordan's request. The Jordanian representative asserted that Israeli activities which had caused his Government's complaint had continued despite the views expressed at the conclusion of the Council meeting on September 6. He requested that the Council condemn Israel for violations of the Armistice Agreement; that Israeli activities be stopped immediately, that all Israeli military installations in the area be destroyed, thereby restoring the situation to what it was when the Armistice Agreement was signed; that the Mixed Armistice Commission be directed to determine the rights of property ownership in the area and insure respect for these rights; that the supervision and control of the Truce Supervision Organization over the area be confirmed; and that Israel be asked to cooperate with the Mixed Armistice Commission as competent to deal with violations of the Armistice Agreement.

Here the matter rested at the end of 1957 since there were no more Security Council meetings on the Jordanian complaint during the balance of the year. Tree-planting activities, however, had been voluntarily suspended by Israel.

The Israeli-Syrian Case

Syria, on March 26, 1957, addressed a complaint to the chairman of the Israeli-Syrian Mixed Armistice Commission (MAC) to the

effect that Israel was building military fortifications, including a bridge at the outlet of Lake Huleh in the Israeli-Syrian demilitarized zone, and requested an immediate investigation.

In his report dated April 20 the Acting Chief of Staff of the United Nations Truce Supervision Organization (UNTSO), who under the Armistice Agreement is also the chairman of the MAC, stated that he and the U.N. military observers had initially been denied access to the zone by the Israeli authorities. When he was allowed to enter the zone he noted that an area on the western approaches to the bridge was mined in contravention of the Armistice Agreement and reported that he was taking steps to have the mines removed. He also observed that the bridge was not built on Arab-owned lands and that its construction did not prejudice the interest of any Arab civilians in the demilitarized zone. Although he concluded that the bridge could be used for military purposes, he was satisfied that it had been constructed in connection with the Huleh Reclamation Project and therefore that he would not be justified in asking for its removal. In view of the difficulties encountered in entering and inspecting the zone, the Acting Chief of Staff suggested the advisability of reaffirming the special powers of the MAC chairman and of the U.N. military observers in the demilitarized zone.

SECURITY COUNCIL CONSIDERATIONS

On May 13 Syria requested a meeting of the Security Council to consider the question of the bridge. In explaining its request the Syrian Government stated that it was able to subscribe to most of the statements in the report of the Acting Chief of Staff, but that the conclusions reached by him "were not in accordance with the facts and do not represent a strict application of the provisions of the Israeli-Syrian General Armistice Agreement."

The Security Council met on May 23 and May 28 to consider the Syrian complaint. The Syrian representative asserted that Israel's "unilateral action" in building the bridge, which had a military potential, the exclusion of the MAC chairman and the military observers from the demilitarized zone, and the mining of the approaches to the bridge constituted "a flagrant violation" of the Armistice Agreement. He maintained that the Syrian complaint fell within the competence of the MAC and that Israel was not entitled to refuse an examination of the complaint.

The Israeli representative asserted that the only purpose for which the bridge had been built was in connection with the Lake Huleh Reclamation Project. The mines noted by the Acting Chief of Staff had been removed, he emphasized. The Syrian contention that the

bridge should be removed because it had a military potential was not valid. With the conclusion of the Armistice Agreement, he said, "relations between Israel and Syria are no longer based on purely military considerations as they were during the Truce, and . . . therefore neither party may invoke such considerations where they do not apply." With regard to the question of freedom of movement he declared that "it is the firm policy of Israel not to interfere in any way with the movement of military observers in the Demilitarized Zone, if any such movement is necessitated by their official functions." The difficulties to which the Acting Chief of Staff had drawn attention in his report derived from the fact that Israel "as a matter of principle" refused to entertain Syrian complaints regarding the demilitarized zone and did not agree to investigations in the zone, having their basis in Syrian complaints.

The U.S. representative, Ambassador Lodge, believed that the decision of the Acting Chief of Staff should be accepted as authoritative. This was in accordance with the special responsibilities granted him under article V of the Armistice Agreement. While, in the opinion of the United States, the report had fully answered the Syrian complaint about the bridge, it did raise a number of other questions of interest to the Council. The refusal of Israel at first to allow the UNTSO personnel access to the demilitarized zone was a matter of serious concern. The Acting Chief of Staff's suggestion that his authority should be reaffirmed was clearly in order. Furthermore, the report indicated that only certain parts of the zone had been inspected. Therefore, the United States believed that an up-to-date report on current conditions throughout the zone from the Acting Chief of Staff would be of value.

The United States did not share Israel's view that neither party could invoke purely military considerations in the demilitarized zone. Ambassador Lodge recalled that when the Chief of Staff in 1953 had requested the cessation of reclamation work in the zone, military considerations had clearly been asserted by the Chief of Staff as among those that affected matters for which he was responsible. His view was supported by the majority of the members of the Council.

As President of the Council, the U.S. representative summed up the discussion. All Council members appeared to agree that the authority of the Chief of Staff should be respected, and the majority had pointed out that the Chief of Staff was the proper authority for insuring the implementation of the Armistice Agreement with respect to the zone and had supported his decision on the bridge. Note had been taken of references in the report to other problems in the zone, and most members considered that the Acting Chief of Staff should submit an additional report concerning conditions in the zone.

Ambassador Lodge concluded that "in this case it is clear that the achievement of better conditions in the Near East is the Council's overriding objective. The United Nations and its representatives can continue to make an important contribution to this and to do so, it needs the full cooperation of the governments concerned."

UNTSO REPORTS

Following this consensus in the Council the Acting Chief of Staff on June 27 reported "on the problems facing the Chairman of the Mixed Armistice Commission and the United Nations military observers in carrying out the duties in the Demilitarized Zone." The report noted that since June 1956 U.N. military observers had been prevented by Israel from carrying out investigations in certain parts of the demilitarized zone. Israel had given its assurances that its objection, fully explained to the Security Council by the Israeli representative, was purely of a formal nature and did not extend to any investigation carried out on behalf of the chairman on the basis of his authority under article V of the Armistice Agreement. Investigations occasionally had been held up on the Syrian side owing to delays in furnishing liaison officers, and the Syrians had agreed to eliminate such delays. The Acting Chief of Staff reported that he had requested that the Israelis dismantle specific fortifications in the zone that went beyond the requirement for the protection of civilian life. These requests had been rejected by Israel on the grounds that Syrian noncompliance with fundamental provisions of the Armistice Agreement openly threatened Israel's security and that Israeli settlements in the zone could not be denied "a minimum of elementary defense." The Acting Chief of Staff also reported that the Syrians had suggested a topographical survey to confirm whether, and if so where, Syrian fortifications encroached upon the zone. The Syrians agreed to dismantle any fortifications found to be encroaching. With the removal of the mines at the Huleh Bridge there should remain no Israeli mine fields in the zone, the Acting Chief of Staff said. He concluded that the chairman and the U.N. military observers must, at all times and without prior authorization, have freedom of access to and freedom of movement in the demilitarized zone in order to carry out their duties. He also indicated that he had requested Israeli authorities to assist in locating lodging facilities within the demilitarized zone so that some observers could remain there on a 24-hour basis.

In a supplement to this report the Acting Chief of Staff informed the Secretary-General that, as of August 7, he had received no reply from the Israeli authorities to his request regarding the stationing of

observers in the zone. He also had been unsuccessful in setting up an observation post near the bridge south of the outlet of Lake Huleh where a post would be desirable to reduce the risk of incidents, especially during the final stages of the Lake Huleh Reclamation Project. When he had advised Israel of his intention to establish such a post, the Israeli Foreign Minister informed him that, in Israel's view, the terms of the Armistice Agreement did not entitle UNTSO to act in the demilitarized zone without Israel's consent and that UNTSO's announcement of its intention to establish an observation post near Huleh Bridge—without requesting permission from the Israeli Government—was not in conformity with the Armistice Agreement. In a further effort to improve surveillance in that area the Acting Chief of Staff reported that he had directed the U.N. military observers to extend the duration of their stay there during the twice-a-day visits they were allowed. However, the observers were unable to carry out these instructions because of objections by the Israeli authorities who stated they could see no need for such a measure.

While this problem continued to trouble relations between Israel and Syria, there were no further developments on it in the Security Council during the year.

Palestine Refugees—UNRWA

The Palestine refugee problem, which stems from the hostilities in 1948 between the Jewish community in Palestine and the Arab States when some 900,000 Arab residents of Palestine left their homes for refuge in the surrounding Arab communities, was again in 1957 a matter of grave concern in the United Nations. Since 1950 the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), an agency of the United Nations supported by voluntary contributions, has carried responsibility for providing relief and rehabilitation services for Palestine refugees. In the absence of progress toward a political solution of the refugee problem, the Agency continued to confine its efforts to the provision of relief and rehabilitation services. For some time UNRWA has had to operate in excess of its revenues, meeting the deficit through the use of funds supplied earlier for the purpose of financing development projects that would help in the rehabilitation of refugees. For political reasons these projects were unacceptable to the Arab host states concerned, and the funds for them were being exhausted without any significant resettlement taking place.

In 1957 the Agency faced the definite prospect of not having enough funds to carry on its programs. In anticipation of such a possibility

the General Assembly at its 11th session had adopted the recommendation of the Negotiating Committee for Extra Budgetary Funds that a special *ad hoc* pledging conference be held at the outset of the 12th session. The Negotiating Committee pointed out the importance of determining the financial resources for activities and programs to be financed by voluntary contributions before the 12th Assembly considered the UNRWA Director's annual report. The *ad hoc* pledging session was held on October 4, 1957.

THE PLEDGING SESSION

At the outset Mr. Henry R. Labouisse, the Director of UNRWA, stressed the importance of member governments making known, well in advance, the level of their contributions to the Agency. "It is indeed an unusual situation," he said, "that UNRWA should be charged with the task of providing for the food, shelter, health and education needs of almost one million people scattered over a wide area without being able to rely on an approved budget normally and regularly financed." He pointed out that it was obvious that if the General Assembly wished the Agency to maintain the level of its relief operations, arrangements must be made so that there would be increased contributions. Director Labouisse called upon all members to give immediate and thoughtful consideration to the situation of UNRWA and to take appropriate action to meet the emergency. "While we are solely a humanitarian organization with no political role," he observed, "we cannot help being daily reminded, in our difficult task, that UNRWA is one of the prices—and perhaps the cheapest, that our assembly of nations is paying for not having been able to solve with equity the political problem of the refugees from Palestine."

Mr. Labouisse informed the pledging session that the Agency's Advisory Commission in Beirut had unanimously recommended the budget calling for the expenditure of $40,700,000, of which $25,700,000 would be for relief and $15,000,000 for rehabilitation.

During the pledging session a number of delegates responded to his appeal. The United States, represented by Miss Irene Dunne, pledged $17,500,000 for the continuation of the Agency's relief operations and $4,000,000 for its rehabilitation program. These pledges were for the fiscal year ending on June 30, 1958. Payments against them would be made up to 70 percent of total contributions to UNRWA from all countries. In making these pledges Miss Dunne pointed out that the U.S. Congress had stated in the mutual security legislation of 1957 that, in determining whether to continue assistance for the Palestine refugees, the President should take into account

whether Israel and the Arab host governments were taking steps toward the resettlement and repatriation of the refugees. Pursuant to this statement of policy the U.S. Government had decided that, in addition to its announced pledges, it would hold available to the Director of the Agency $300,000 for planning or carrying out such plans for the transfer of the administrative responsibilities to the host governments as might be arranged between them and the Director in 1958.

During the pledging session, in addition to the U.S. pledges of $21,500,000, 20 other member governments announced pledges totaling approximately $4,000,000.

SPECIAL POLITICAL COMMITTEE CONSIDERATION

It was in the face of these inadequate results that the Special Political Committee met on November 18 to consider the Director's annual report, together with a letter from the Secretary-General stressing the financial plight of the Agency and inviting additional support. The response, he pointed out, would have a direct bearing on the discussion, in particular the question of what elements of the Agency's 1958 program should be eliminated to keep expenditures within the limit of available funds.

In presenting his report Mr. Labouisse pointed out that, while the Agency's work was purely humanitarian, it dealt with a problem that was inextricably linked with the political background of the Palestine question. Over the years the refugees continued to believe that a grave injustice had been done to them and to express their will to return to their homeland. In his opinion it would be unrealistic to expect decisive progress toward the "reintegration of the refugees into the economic life of the Middle East, either by repatriation or resettlement," one of the main objectives that had been laid down for UNRWA, unless the refugees were given the choice between repatriation or compensation as provided for them in the Assembly's resolution of December 11, 1948, or unless some other political solution, acceptable to all parties, were found. The burning question was how much the Assembly was prepared to pay in the coming year for the Agency it created and whose mandate it had officially extended to June 30, 1960. Already, due to financial stringency, moderate cuts had been made in the Agency's relief programs and very serious cuts in its rehabilitation services. The stage had been reached where, unless adequate funds were received, whole categories of activities would have to be eliminated. Such reductions would have the most serious human and political repercussions and would amount, in essence, to a major change in the mandate of UNRWA.

Decisions of such far-reaching consequences, Mr. Labouisse pointed out, were the responsibility of the General Assembly alone. As the servant of the Assembly he strongly recommended against any such reductions which would lead to extreme suffering and privations for the refugees. He noted the practical repercussions in the host countries of the decisions that the Assembly would take regarding the financing of UNRWA. If the Assembly could not insure adequate funds to prevent the elimination of major categories of UNRWA's services, he urged that the host governments be given advance warning by the Assembly of what the future had in store.

In summarizing Mr. Labouisse explained that his total budget of $40,700,000 was broken down into $25,700,000 required for continuation of a minimum relief program and $15,000,000 for rehabilitation. Of this latter, $7,200,000 would be needed for the maintenance of the existing reduced rehabilitation program and $7,800,000 additional for the complete rehabilitation program. Moreover, he had requested the payment of $8,000,000 in order to provide the Agency with adequate working funds.

The U.S. representative, Mr. Genoa Washington, proposed that before discussing the Director's report the members of the committee should consider the extent to which they could respond to the Secretary-General's appeal. The committee could discuss the continuing work of the Agency, he pointed out, only if it knew to what extent possible contributions would help to cover the Agency's expenditures; otherwise the Committee would have the thankless task of considering how the Agency might continue to operate effectively in reduced circumstances. In behalf of the U.S. Government he announced an additional pledge of $500,000 for the relief program and an additional $1,000,000 for the Agency's rehabilitation program, which brought the U.S. pledges for the period ending June 30, 1958, up to $18,000,000 for relief and $5,000,000 for rehabilitation. Payments against these pledges would be made to the extent of 70 percent of total contributions from governments to UNRWA. Mr. Washington concluded with the hope that the committee would address itself primarily to the budgetary problems of the Agency, in the certainty that the members would want to make every effort to overcome them.

Despite this effort by the United States, no other members were able to announce increased support for the Agency, and the committee turned its attention to the Director's annual report.

In the ensuing discussion the Arab position was put forward by the Saudi Arabian representative, among others. He said that if the refugee problem were isolated from the political background of the

Palestine question, it was bound to come up year after year with no prospect of a solution. He proposed a plan based on the following elements: (1) repatriation of the refugees, (2) prohibition of Jewish immigration into Palestine, (3) "outlawing Zionism as an aggressive movement which is destroying friendly relations between nations," (4) the prohibition of Zionist fund-raising campaigns "as they finance international breaches and violations," and (5) the creation of a U.N. agency to help the Jews of Israel to be repatriated to their former homelands.

The Israeli representative responded that the Arab governments had created the refugee problem, were responsible for its perpetuation, and alone have the capacity to solve it. Turning to the suggested alternative solutions he termed repatriation a misnomer as it would involve the introduction of hundreds of thousands of persons into the state "whose existence they hate, whose flag they despise and whose destruction they are resolved to seek," and would ignore Israel's sovereign right to decide who should or should not enter its territory. Israel, he said, could not in conscience entertain a solution that would involve its own disruption and bring about immeasurable disillusionment and misery. On the other hand, refugee integration into the Arab world offered the only solution to the problem. In this connection he recalled Israel's undertaking, made during the 10th Assembly, to pay compensation for abandoned lands as a contribution to Arab refugee resettlement but added that "the payment of compensation would have to be accompanied by the solution and clarification of certain problems relating to compensation itself."

Referring to the financial crisis the U.S. representative declared that the Assembly could not ignore the Director's warning, nor could the members ignore their responsibility to face up to it. While the primary responsibility for working out a solution to the refugee problem rested with Israel and the Arab States, he pointed out, the problem had humanitarian aspects that were the concern of the whole world. This worldwide responsibility was predicated on the assumption that all member states, and particularly those most directly involved, would join in doing their utmost to provide a sound future for these unfortunate people. The United States, he noted, had consistently pointed out the need for planning against the day in 1960 when UNRWA's mandate would run out. The drastic financial situation made this increasingly important.

The U.S. representative said that in view of the shortfall of pledges toward the Agency's budget, it was obvious that the committee could not recommend approval of the Agency's budget for 1958 as requested by the Director. All it could do, and in fact what it should do, would

be to give the Director guidance in indicating those essential services that should be the last to be cut because of their importance to the welfare of the refugees. Mr. Washington questioned the wisdom of trying to provide the Agency with a working capital fund, as requested, while it did not have enough funds to maintain its operations. While a working capital fund was a worthy concept, prior attention should be given to meeting the Agency's shortfall. Mr. Washington reminded the committee that the matter of greatest importance in the discussion was the welfare of nearly a million people and the peace and security of the area involved. "We shall all, ultimately, either share the consequences of failure," he concluded, "or benefit according to the degree of our success in resolving these problems."

On December 4 the United States, together with the Netherlands, New Zealand, the Philippines, and the United Kingdom, introduced a resolution that (1) noted with grave concern that contributions were insufficient, that the financial situation of the Agency was serious, and that cuts already had been made; (2) noted that neither repatriation, reintegration, nor compensation of the refugees had taken place and that therefore the situation of the refugees continued to be a matter of serious concern; (3) drew the attention of governments to the critical financial position and urged them to contribute more in order to avoid cuts in the Agency's services; (4) requested the Secretary-General to make, as a matter of urgent concern, special efforts to secure the additional financial assistance needed to meet the Agency's budget and to provide adequate working capital; and (5) directed the Agency to pursue its program for relief and rehabilitation, bearing in mind the responses to the appeal for more funds.

In introducing the resolution the U.S. representative explained that regrettably it was not a text on which agreement had been reached. The cosponsors had been unable to reach full agreement with the interested Arab governments on methods to secure funds above those already pledged. However, Mr. Washington emphasized, "through our pledges and efforts and through the proposals we have put forward in this resolution we are taking what we consider to be the most practical action toward this end." The resolution was approved by the Special Political Committee on December 6 by a vote of 49 to 0, with 21 abstentions (Arab States and Soviet bloc). On December 12 the committee-recommended text was adopted in plenary by a vote of 52 to 0, with 19 abstentions.

The Secretary-General has appointed Claude De Kemoularia as his personal representative to seek to raise additional funds for UNRWA pursuant to the Assembly's resolution.

Suez Canal Question

(See also Part V, pp. 242–243)

Following Egypt's seizure of the canal, the Security Council on October 13, 1956, unanimously adopted a resolution embodying six requirements that it considered should be met in any settlement of the canal question. The presumption was that Egypt would negotiate on this basis with users of the canal. Meanwhile the Council remained seized of the matter. In the ensuing period the Secretary-General carried on discussions with the Egyptian Foreign Minister on the application of the six requirements: (1) free and open transit through the canal without discrimination; (2) respect for Egypt's sovereignty; (3) insulation of the canal's operation from the politics of any country; (4) decision between Egypt and the users on the manner of fixing tolls and charges; (5) allotment of a fair proportion of the dues to development; and (6) settlement of unresolved affairs between the Suez Canal Company and Egypt by arbitration with suitable terms of reference and suitable provisions for the payment of sums found to be due.

On April 24, 1957, the United States requested a Security Council meeting for the purpose of resuming discussion of the Suez Canal question. It pointed out that the canal had been reopened to traffic and that Egypt had indicated that it would make public a declaration on the conditions applicable to transit. In the circumstances the United States believed that the Council should take note of the situation regarding passage through the canal.

EGYPTIAN DECLARATION

The same day the Government of Egypt published its "Declaration on the Suez Canal and the Arrangements for its Operation." The declaration (1) reaffirmed the terms and spirit of the Constantinople Convention of 1888 and the rights and obligations arising therefrom; (2) expressed confidence that the other signatories of the convention and all others concerned would be guided by the same resolve; (3) in particular, expressed determination (a) to provide uninterrupted navigation for all nations "within the limits of and in accordance with the provisions of the Constantinople Convention," (b) that any increase in tolls beyond one percent would, failing agreement, be settled by arbitration, and (c) that the canal would be maintained and developed in accordance with the progressive requirements of modern navigation; (4) called for cooperation between the Suez Canal Authority and the representatives of shipping and trade; (5) stated that 5 percent of the authority's gross receipts would be paid to the Government of Egypt as royalties and 25 percent would go into a development fund which would "assure that there shall be available to the

Suez Canal Authority adequate resources to meet the needs of development and capital expenditure for the fulfillment of the responsibilities they have assumed and are fully determined to discharge;" (6) asserted that complaints against any changes in the canal code affecting the principles and commitments of the declaration would be dealt with by the following procedure: in the event that reference to the authority did not resolve complaints of discrimination or violation of the code, the matter could be referred to an arbitration tribunal, the decisions of which would be binding upon the parties; Egypt would study further appropriate arrangements for fact-finding, consultation, and arbitration of complaints relating to the code; (7) provided that unresolved questions of compensation or claims in connection with the nationalization of the Suez Canal Company would be referred to arbitration "in accordance with the established international practice"; (8) asserted that differences in respect of the Constantinople Convention or the declaration would be settled in accordance with the Charter of the United Nations, and differences arising between the parties of the convention regarding interpretation of the applicability of its provisions, if not otherwise resolved, would be referred to the International Court of Justice; Egypt would take the necessary steps in order to accept the compulsory jurisdiction of the Court in conformity with the provisions of article 36 of its Statute; and (9) stated that the declaration itself constituted an international instrument and would be deposited and registered with the Secretariat of the United Nations. (The declaration subsequently was so deposited and registered.)

FIRST SECURITY COUNCIL DISCUSSION

The Security Council met on April 26. At the outset the U.S. representative, Ambassador Lodge, explained that Egypt had made its proposals available to the United States in advance, with an invitation for comment. In response to this request the United States, strictly on its own behalf, had made a number of suggestions with a view to producing an effective and generally acceptable international agreement in conformity with the six requirements unanimously adopted by the Security Council. In the view of the United States the Egyptian declaration did not fully meet these requirements. Its fundamental defect was the absence of any provision for organized cooperation between Egypt and the users of the canal. While no final judgment could be made regarding the regime proposed by Egypt until it had been tried out in practice, Ambassador Lodge emphasized that "any *de facto* acquiescence by the United States must be provisional, and we reserve the right to express ourselves further on the matter in the future." The salient question, he observed, was whether

confidence among the users of the canal could be established, which in turn would depend on the manner in which the Egyptian declaration was carried out in practice. The interests of both Egypt and the users would be served, he said, if arrangements for the use of the canal were such "that Governments and private concerns could base their economic and business plans on the assumption that there would in fact be, as there should be, free and nondiscriminatory use of the canal at all times by the ships of all nations." Ambassador Lodge concluded that the Council should remain seized of the matter while the Egyptian proposal was tried.

The representative of Egypt maintained that the Egyptian declaration of April 24 was made in implementation of Egypt's obligations under the Constantinople Convention and took into account the Security Council's resolution of October 13, 1956. Egypt, he pointed out, recognized that interpretation of the six requirements could not fail to give rise to difficulties, and therefore the declaration accepted the principle of arbitration in respect of tolls, changes in the code of operation, and complaints regarding discriminatory measures or violations of the code, and the jurisdiction of the International Court of Justice in regard to differences that might arise from the interpretation or application of the Constantinople Convention. In this way the parties to the declaration were implementing the delicate third requirement, that the operation of the canal be insulated from politics, which, as had been pointed out, was the crux of the problem. He considered also that the declaration took the other requirements into account.

On the other hand, the French representative contended that the Suez Canal system, confirmed by the Constantinople Convention, could be modified only by a new international agreement and not a unilateral instrument, such as the Egyptian declaration, which, accordingly, did not respect the six requirements. Besides, he said, the declaration contained threats of possible discrimination, and "experience has shown that the interpretation given by the Egyptian Government to the terms of the Constantinople Convention of 1888 ignores the terms of the resolution passed by the Security Council in September 1951" regarding freedom of navigation through the canal.

Later in the month the Suez Canal Users Association (SCUA) agreed that the shipping interests of its members were free to use the canal if they wished.

SECURITY COUNCIL DECISIONS

Following SCUA's decision, France requested a Security Council meeting for May 20 to pursue consideration of the Suez Canal question. It explained that France regretted the SCUA decision in the absence

of Egypt's having given any minimum guarantees on freedom of transit and equitable use of the proceeds.

The French representative went on to say that it would have been logical if, following the clearance of the canal, negotiations had been opened between Egypt and the users on the application of the six principles. Instead, the world was faced with a unilateral Egyptian declaration that was not consistent with the Security Council resolution of October 1956, a declaration that Egypt would always be free to repudiate, regardless of whether it was registered with the United Nations. Moreover, the declaration was vague on such important matters as freedom of transit, operation of the canal free from politics, guarantees against excessive increase in tolls, use of proceeds for the development of the canal, indemnification of the former Suez Canal Company, and evidence of Egypt's adherence to the jurisdiction of the International Court of Justice relative to differences on interpretation of the Constantinople Convention. He questioned the advantage of giving Egypt the impression, as the SCUA decision had done, "that it can settle down to a temporary, ambiguous regime, and thus prompting it to evade an international agreement without which an atmosphere of security will never be reestablished in the Middle East." He asked the Council to see that negotiations were opened as soon as possible for the purpose of settling the canal question in accordance with the six principles.

The Egyptian representative countered that his Government's declaration complied with the six principles. Since Egyptian authorities had been operating the canal, he pointed out, no complaint had been made against their management. In the circumstances he was surprised that France had requested the Council again to discuss the matter.

The representative of the Philippines expressed the opinion that the Egyptian declaration, which was considered by the majority of the Council to be an interim measure, need not comply with all of the six principles because these principles were intended to serve as a guide or basis of a final settlement. In his opinion the obligations assumed by Egypt in its declaration, if fulfilled in good faith, should provide adequate preliminary safeguards. Only the future would tell whether confidence had been correctly placed.

The U.S. representative, Ambassador Lodge, agreed that a serious gap in the Egyptian declaration was that it did not provide an organized system of cooperation with the users of the canal. He also enumerated a number of other ways the declaration did not fully meet the six requirements: (1) it did not make clear how Egypt intended to insure that the operation of the canal would be insulated from politics; (2) it did not cover the manner in which continuous coopera-

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tion with the users would be assured in fixing tolls; (3) despite expressions of intention, such as that contained in the declaration, Egypt had not taken steps to accept the International Court's jurisdiction; (4) it was not clear how Egypt proposed to give effect to the arbitration provisions of the declaration; and (5) further clarification of the question of compensation of claims to the Suez Canal Company was required. Ambassador Lodge concluded that it would serve the interests of all concerned "if the doubts that have been expressed could be dispelled by the Egyptian Government."

Summarizing in his capacity as Council President, Ambassador Lodge considered that the debate had made clear acute awareness on the part of the majority of Council members of U.N. responsibility on the canal question. While some members had expressed the view that the Egyptian declaration and the operation of the canal adequately implemented the six requirements, the majority believed that they had not yet been fully met, that uncertainties existed that required clarification, and that the Egyptian position remained to be completed. Egypt would presumably wish to examine these points of view and to consider concrete steps to remove the doubts that had arisen. States and users would undoubtedly be guided by the views expressed in the Council and the Egyptian response to the questions raised. Meanwhile the Council would remain seized of the matter and could resume its deliberations to hear further from Egypt when other developments made further consideration desirable.

FURTHER EGYPTIAN ACTION

On July 18 the Foreign Minister of Egypt, on behalf of the Government of Egypt, filed a declaration with the Secretary-General stating that, in accordance with article 36 (2) of the Statute of the International Court of Justice and in pursuance and for the purposes of paragraph 9 (b) of the Egyptian declaration of April 24, Egypt accepted "as compulsory *ipso facto*, on condition of reciprocity and without special agreement, the jurisdiction of the International Court of Justice in all legal disputes that may arise under the said paragraph 9 (b)" of the April 24 declaration, with effect from that date.

The United Nations Emergency Force

(See also Part V, pp. 240–242.)

OPERATIONS

Following the recess of the 11th session of the General Assembly on March 8, 1957, the United Nations Emergency Force (UNEF) con-

tinued to play a vital role in maintaining peace and relative stability along the armistice demarcation line between Egypt and Israel and at Sharm el-Sheikh on the Straits of Tiran. Its operations were based upon the resolution adopted by the first emergency special session of the General Assembly on November 5, 1956, which established UNEF "to secure and supervise the cessation of hostilities" in accordance with all the terms of the General Assembly's resolution of November 2, 1956, as well as upon the Assembly's resolution of February 2, 1957, which stipulated that, "after full withdrawal of Israel from the Sharm el Sheikh and Gaza areas, the scrupulous maintenance of the Armistice Agreement requires the placing of the United Nations Emergency Force on the Egyptian-Israel armistice demarcation line."

Accordingly, when UNEF replaced Israeli forces in the Gaza Strip on March 6 and at Sharm el-Sheikh on the Straits of Tiran on March 12–16, the force began a new phase in its deployment. Its Commander, Maj. Gen. E. L. M. Burns of Canada, established his headquarters in Gaza City on March 12. Arrangements were made for cooperation with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) enabling it to resume its responsibilities, including internal security, for the entire refugee population of 270,000 in the Gaza area. Arrangements were also made with the local Palestine police to share with UNEF the responsibility for the maintenance of order among the Gaza Strip's permanent population of 98,000 and to cooperate in the prevention and punishment of infiltration across the armistice line. On March 15 the Administrative Governor of the Gaza Strip, appointed by the Government of Egypt 3 days earlier, broadcast a message to the residents of Gaza to remain calm and to provide UNEF with every assistance so that it could carry out its responsibilities and remove the tension that had prevailed along the armistice line.

In order to patrol that line effectively the Yugoslav battalion, soon joined by a Canadian reconnaissance company, was stationed 30 miles west of the Gaza Strip at El Arish and was placed on reconnaissance along the 132-mile-long Egyptian-Israeli armistice demarcation line. Troops of the other eight contingents began to patrol the 38 miles of border between the Gaza Strip and Israel. When mine fields in the southern portion of Gaza resulted in several accidents to its troops, the force undertook an extensive operation in March and April to remove the mines, using information furnished by the Governments of Egypt and Israel.

By April 30, with most of its line troops deployed on Gaza and along the Egyptian side of the armistice line between Egypt and Israel, UNEF's maintenance base was moved from the Suez Canal Zone to

southern Gaza. Similarly, UNEF's air station began a move from Abu Suweir in the Canal Zone to El Arish. Both moves were completed by early September. The force also took over the air strip south of Gaza City.

During this period other arrangements necessary for the maintenance of UNEF had to be made, especially as the original 6-month tour of many of its contingents was to end before June. To facilitate the continued participation of the contributing governments' troops, a 6-month rotation system was established. Thus, when the Government of Norway on March 15 announced its intention to participate in UNEF for a second 6-month period, it was able to rotate its contingent early in April. Similar decisions by other contributing governments led to rotations of their respective contingents. By the end of 1957 most UNEF contingents had been rotated twice. In accordance with its decision of April 6, the Government of Finland withdrew its contingent of 255 volunteers on December 2 because of the heavy strain placed by this contribution on its manpower and budget. Similar considerations caused the Indonesian Government to withdraw its contingent of 582 on September 12.

The airlift of UNEF troops by the United States on a nonreimbursable basis, which had begun the previous November, was completed on April 28, 1957, with the transport of Indian troops from New Delhi to Beirut, bringing the total airlifted by the United States to 3,674. With one exception UNEF's planned deployment was completed by September, with all its forces in the Gaza Strip except for the Canadian and Yugoslav troops on reconnaissance along the Egyptian side of the armistice line, one company at Sharm el-Sheikh, a movement control party and one company of guards at UNEF's port of entry at Port Said, and a Royal Canadian Air Force flight and logistical personnel at Naples. Arrangements to position UNEF troops on the Israeli side of the armistice line could not be made, however, in the absence of consent by the Government of Israel.

During the year the Secretary-General continued to consult on UNEF matters with the Advisory Committee on Middle Eastern Affairs, consisting of representatives of Brazil, Canada, Ceylon, Colombia, India, Norway, and Pakistan. He also received assistance from his military adviser, Maj. Gen. Ilmari A. E. Martola (ret.) of Finland, until the latter's return to Finland on August 24, and from the officers (from Brazil, Italy, and Pakistan) on General Martola's staff.

The withdrawal of the Indonesian and Finnish contingents prompted General Burns to begin a reorganization of UNEF to provide sufficient ground deployment to maintain effective patrolling of the armistice line which he estimated would require a total UNEF strength of

5,600. By the end of 1957 General Burns had the following forces at his disposal:

Country	*Strength*
Brazil	541
Canada	1,165
Colombia	526
Denmark	414
India	1,063
Norway	540
Sweden	385
Yugoslavia	660
Total strength	5,294

GENERAL ASSEMBLY CONSIDERATION

The 12th General Assembly began its consideration of UNEF on November 22, 1957, in plenary session on the basis of a report by the Secretary-General of October 9. This report noted that the General Assembly resolution of February 2, which called for placing UNEF on the Egyptian-Israeli armistice demarcation line, had been partially fulfilled. The force was deployed only on the Egyptian side of the line, as Israel had refused permission for the deployment of UNEF troops on its side.

Nevertheless, the report stated that the force had been generally effective. No serious incident had occurred in its area of operation since July 14 despite UNEF's limited authority and the existence of unsettled questions concerning its operations. The Secretary-General hoped that those questions would be settled at the appropriate time. They included the completion of UNEF's deployment astride the Egyptian-Israeli armistice line; authority for UNEF to fire during darkness at infiltrators approaching the line from either direction, which would be somewhat broader than its unquestioned right to fire in self defense—a right it had exercised on occasion; and the possible construction of a protective fence along part or all of the armistice demarcation line.

The Secretary-General concluded that UNEF's presence was a precondition for the preservation of quiet along the line between Egypt and Israel, a quiet which was indispensable to fruitful efforts towards the removal of the major obstacles to peace in the Near East.

In the General Assembly virtually unanimous tribute was paid the Secretary-General and his staff, General Burns and his staff, the members of the organization who had contributed troops and assistance, and the troops themselves for the success with which UNEF had operated under most difficult conditions. The representatives of Canada, Sweden, Denmark, Yugoslavia, India, and Indonesia ex-

pressed pride in the contribution their respective troops had made to peace and stability in the Middle East. Many representatives noted with satisfaction the award of the Nobel Peace Prize to the former Secretary of State for Foreign Affairs of Canada, Mr. Lester Pearson, at whose suggestion UNEF was established.

The Canadian representative noted that UNEF's duration and the extent of its operations could not now be defined. He pointed out that the Canadian Prime Minister had told the Assembly earlier that Canada was willing to continue its contribution to UNEF so long as the United Nations considered it necessary. He hoped that all members would agree that UNEF should continue to receive the widest support of the United Nations so long as it continued to make a useful contribution to peace in the Middle East.

In accord with that view, 21 members (Brazil, Canada, Ceylon, Colombia, Costa Rica, Denmark, Finland, India, Indonesia, Iran, Ireland, Italy, Japan, Liberia, Norway, Pakistan, Spain, Sweden, Thailand, Uruguay, and Yugoslavia) introduced a draft resolution noting the contribution of the force to the maintenance of quiet in its area of operation and providing for the continuation of the force.

The U.S. representative, the Honorable A. S. J. Carnahan, Congressman from Missouri, speaking in support of the 21-power resolution, regarded UNEF as one of the outstanding achievements of the United Nations. The force had lived up to the organization's great expectations and had brought peace to the area of its operation. He declared that UNEF should be continued so long as it is needed. He paid tribute to all of those who had contributed to its success, especially UNEF's troops, who were indeed soldiers of peace. The United States, he noted, was continuing to provide the force with a variety of forms of assistance.

Only the Soviet representative opposed UNEF's continuation, contending that its establishment was unconstitutional, since only the Security Council could create U.N. armed forces. The Soviet Union disagreed with the view that the retention of the force in the Middle East was the one condition for the maintenance of international peace and security in that area. The Soviet position was supported only by other members of the Soviet bloc.

The draft resolution providing financial support for UNEF's continuance in 1958 was adopted on November 22 by a vote of 51 (U.S.) to 11 (Soviet bloc, Chile, and Ecuador), with 19 abstentions.

Oman

On August 13, 1957, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Saudi Arabia, Sudan, Syria, and Yemen (later joined by Tunisia)

requested the President of the Security Council to convene an urgent meeting to consider "the armed aggression by the United Kingdom of Great Britain and Northern Ireland against the independence, sovereignty, and the territorial integrity of the Imamate of Oman." This Arab request followed military action by the Sultan of Muscat undertaken with the assistance of British troops. The Sultan requested British assistance in countering a move against him by tribes in the interior, followers of the Imam of Oman. On August 17 the Sultan, who claims sovereignty over Oman, filed with the Security Council a protest against the Arab request, asserting that the matter fell exclusively within the internal jurisdiction of the Sultanate.

The Security Council met August 20. Presenting the case of the 11 Arab nations, the Iraqi representative first dealt with the procedural issue whether the complaint should be inscribed on the Council's agenda. The British action, he asserted, had been carried out with the sole object of subduing the people of Oman and occupying their country in violation of Oman's longstanding independent status which had been confirmed by the Treaty of Sib of 1920 between the Sultan of Muscat and the Imam of Oman. British intervention, he charged, was "not only contrary to the principles of the Charter, but also subversive of the whole foundation on which the United Nations is constructed." He called upon the Council to include the question of Oman in its agenda and consider it under article 35 of the Charter which pertains to disputes or situations that might endanger international peace and security.

The British representative opposed inscription. As far as the facts were concerned, he stated that there was no independent, sovereign state of Oman, that the District of Oman was part of the dominions of the Sultan of Muscat and Oman, and that the British military action had been undertaken at the request of the Sultan in order to assist him in restoring order in the face of a revolt against his authority encouraged and supported from outside. The Treaty of Sib, the British representative said, was an agreement concluded between the Sultan on the one hand and a number of tribal leaders in Oman, including the Imam, on the other, which described certain aspects of the relationship between the Sultan's government and the tribes of the interior. It was in no sense an international treaty between two separate states. The British representative declared that his Government's action in supporting the legitimate Government of Muscat and Oman had been in the interest of the stability of the area. In these circumstances, he concluded, the charges against his Government were without foundation and the Security Council would be justified in declining to proceed further with the matter.

The U.S. representative, Ambassador Lodge, announced that he would abstain in the vote on inscription. He explained that "the facts with respect to developments in the area are complex and not entirely clear, and the applicable law as well as the identity of the real parties in interest is not free from doubt." Ambassador Lodge also emphasized that the United States did not accept the Arab interpretation of the situation as set forth in the letter to the Council, which, in his opinion, was framed in such terms as to prejudge the merits. He hoped that all concerned would not only take advantage of the relative calm that prevailed to settle by peaceful means any legitimate grievances that might be involved but would also refrain from taking any actions that might hinder the maintenance of tranquillity and order.

The proposal for inscription of the item was defeated, 4 in favor (Iraq, the Philippines, Sweden, U.S.S.R.), 5 against (Australia, Colombia, Cuba, France, U.K.), and 1 abstention (U.S.). China did not participate.

Syrian Complaint Against Turkey

The 12th General Assembly opened in an atmosphere of concern over recent developments in Syria. On August 12, 1957, Syrian officials announced the "discovery" of an alleged American plot to overthrow the Syrian Government. The motive for raising these false charges became clear several days later when changes occurred in the Syrian Government that strengthened the influence of pro-Soviet elements. Another cause for international concern was the fact that the Soviet Government was sending arms to Syria in such large quantities as to raise questions about their ultimate use.

In the light of these developments Turkey proceeded to strengthen its defenses along the Syrian border. The Turkish Government gave its assurances that the move was a purely defensive precaution.

On September 10, 1957, the U.S.S.R. launched a diplomatic and propaganda campaign against the United States and Turkey. It alleged that the United States, foiled in its plot to overthrow the Syrian Government, had laid plans for an armed attack on Syria which was to be carried out by Turkey. The Turkish troop movements were allegedly the first step in the attack plans. Soviet spokesmen simultaneously began to threaten Turkey with rocket bombardment and annihilation if it carried out the alleged plans.

On October 15 Syria addressed a letter to the Secretary-General requesting the inclusion in the agenda of the General Assembly of an item entitled "Complaint about threats to the security of Syria and international peace." A letter on the same subject was sent by the

U.S.S.R. on October 16. The Syrian letter claimed that "at present there exists an actual military threat to Syria" as a result of a "concentration of Turkish troops, up to several divisions, in close proximity to the Syrian-Turkish border." After alluding to alleged plots against the Syrian Government, overflights of foreign military aircraft and armed raids from Turkey into Syrian territory, Syria asserted that "the security and independence of Syria are being endangered." The Syrian letter asked that "the General Assembly deal urgently with the proposed item" and recommended that "a commission be set up by the General Assembly to investigate the situation on the Syrian-Turkish border and report to the Assembly."

The Soviet letter was even sharper in its accusations and more pointedly anti-American than the Syrian letter. It alleged that "the Turkish General Staff, together with its American military advisers, has worked out detailed plans for an attack by Turkey on Syria, which they intend to carry out immediately after the elections in Turkey on 27 October of this year." The letter warned that the Soviet Union "cannot regard impassively the military provocations that are being planned in the immediate proximity of the southern frontiers of the U.S.S.R." It stressed that the situation was "alarming, fraught with grave danger to the maintenance of general peace," and required immediate intervention by the United Nations. The Soviet delegation supported the Syrian proposals and recommended furthermore that "should Turkey break the peace . . . , the Member States of the United Nations should immediately render Syria the armed assistance necessary to put a stop to aggression." It declared that "the Soviet Union is prepared to take part with its forces in suppressing aggression and punishing the violators of peace."

The General Committee met on October 18 to consider the Syrian and Soviet complaint. The U.S. representative, Ambassador Henry Cabot Lodge, said that the United States had been concerned over the recent developments "stemming from Soviet infiltration into the Middle East" but "had deferred to the apparent preference of the Arab states to deal with this matter on a regional basis." "Now that Syria has raised this matter," Mr. Lodge continued, "the United States welcomes the opportunity to discuss it and the Soviet allegation." Mr. Lodge expressed confidence that this "will show not only the absurdity of the charges against the United States and Turkey, but will also reveal the true source of tension in the entire area." Ambassador Lodge stated that the United States would therefore support inscription of the Syrian item.

The Turkish representative recalled that during the general debate of the 12th Assembly the U.S. Secretary of State, John Foster Dulles, had proposed a discussion of the tense situation in the Middle East,

and that Turkey had welcomed the proposal as a means of easing tension arising from "the increased Soviet efforts in the area." He further recalled that Turkey had then reiterated its peaceful intentions toward Syria and other Arab countries and had directly informed the Soviet Government on September 30 of its friendly feelings toward Syria. Nevertheless, the Soviet Union launched a "new and more violent campaign of propaganda and intimidation" against Turkey and its allies. The Turkish representative asserted that "the real dangers to the peace in the Middle East were being hidden behind a smokescreen. . . . A fictitious situation, a nonexistent problem, was being invented, and now that fictitious situation was being used to bring threats and intimidations to bear on Turkey." He stated that "the systematic and premeditated increase of tension in the area must be viewed with profound concern," and that he therefore welcomed the inscription of an item on the Middle East.

The General Committee unanimously recommended inscription of the Syrian item and its consideration in plenary meeting without reference to committee. The recommendation was approved by the Assembly on October 18 by a vote of 66 to 0, with 1 abstention. On October 20 Saudi Arabia announced that King Saud had offered to mediate in the dispute between Turkey and Syria and that his offer had been accepted by the two parties concerned. The Turkish Government confirmed its acceptance of the mediation offer and on October 22 sent Foreign Minister Zorlu to Saudi Arabia where discussions on settlement of the dispute were to be held. In Damascus, however, after several days of conflicting statements, the Syrian Government on October 21 and 22 denied accepting the mediation offer and asserted that the Turkish-Syrian situation was not susceptible of mediation.

These developments were very much in the foreground when the General Assembly began its debate of the Syrian item on October 22. The Turkish representative opened the discussion on a point of order calling the Assembly's attention to King Saud's mediation offer and Turkey's acceptance of the offer. Without making a formal motion, he proposed that the Assembly delay consideration of the item in the light of these developments. The Syrian representative replied that "there has been no mediation whatsoever" and, backed by the Soviet representative, opposed any delay in the debate. The Soviet and Syrian statements were largely a repetition of their earlier accusations, without any supporting evidence, concerning alleged American and Turkish "preparation of aggression" against Syria. The Soviet representative's speech was directed almost entirely at the United States. It was a particularly transparent attempt to discredit American policies and diminish American prestige in the Middle East by raising these spurious charges.

Ambassador Lodge, speaking on behalf of the United States, supported King Saud's mediation efforts, noted that Turkey had agreed to the mediation, and expressed the hope that "the response made there this afternoon by the Syrian representative cannot be taken as final." Mr. Lodge also referred to the "contrived bluster" of the Soviet Government which was attempting "to stir up excitement and emotion" in the Middle East.

The representative of Paraguay proposed that the Assembly "mark time" on this item in view of the Saudi mediation offer and accordingly moved for *sine die* adjournment of the debate. After considerable procedural maneuvering on the part of Syria, the motion, as amended by Syria, was adopted providing for adjournment for a period not to exceed 3 days.

When the debate reopened on October 25, Ambassador Lodge delivered a major speech refuting the Soviet accusations against the United States. Mr. Lodge began by referring to the Soviet Union's "campaign of vilification" against the United States which was being carried out "in a way that does not require the Soviet Union to prove one of its charges, which, of course, they could not do." Mr. Lodge compared these false accusations with the facts concerning the policies and actions of the United States and Turkey. He then analyzed recent Soviet behavior in the Middle East. He noted that the Soviet Union, the originator of the charges concerning alleged plans to attack Syria, had deliberately created a war scare to serve its own purposes. In the words of Ambassador Lodge: "By creating the appearance of threat to Syria's security and then pretending to remove the threat, they [the Soviet Government] want to pose before the world as the savior of the Arabs. They want to bully Turkey with threats of extinction and frighten the rest of us, if you please, into doing nothing. They evidently believe that their agents and sympathizers inside Syria will make political gains from the artificial threat of war which has been generated. They want to blacken the name of the United States and to destroy the friendship which has existed historically between the people of the Middle East and the United States. Finally, by creating an artificial war scare the Soviet Government hopes to further its expansionist purposes and, in accordance with its historic aim, reduce the Middle East to the status of the captive nations of Eastern Europe."

After reaffirming U.S. peaceful intentions and opposition to aggression "in any form and from any quarter," Ambassador Lodge concluded by stating that "the United States will not be stopped by threats or by defamation from continuing to offer its understanding and support to those nations of the Middle East which are being threatened by the Soviet Union."

With the exception of representatives of the Soviet bloc, almost all of the speakers in the debate presented essentially the same analysis of the situation and of Soviet motives for creating an artificial crisis and called for reliance on King Saud's mediation offer. Nonetheless, Syria on October 30 formally tabled a draft resolution which would have had the General Assembly "constitute a fact-finding Commission for the purpose of investigating the situation on the spot in the area of the Syrian-Turkish border both within the territory of Syria and the territory of Turkey." The Commission would "proceed to the area immediately" and submit a preliminary report within 2 weeks to the General Assembly and Security Council.

On the same day Canada, Denmark, Japan, Norway, Paraguay, Peru, and Spain submitted a draft resolution. According to this resolution, the General Assembly, after "noting that efforts consistent with Article 33 are being made" to settle the dispute (a reference to King Saud's mediation efforts), would express "its confidence that the Secretary-General, in the exercise of his responsibilities under the Charter and without prejudice to efforts being made under Article 33, will be available to undertake discussions with representatives of Syria and Turkey."

Two days later, when the Assembly next met to consider the item, the representative of Indonesia urged both parties "to resolve their differences in an atmosphere of goodwill" and appealed to the sponsors of the two draft resolutions not to press them to a vote. The latter proposal was accepted by Norway, on behalf of the sponsors of the seven-power draft, and by Syria. The President of the Assembly thereupon closed the debate.

The General Assembly thus ended its consideration of the Syrian complaint without taking any action, an implicit acknowledgement of the fictitiousness of the Soviet-Syrian charges concerning "threats to the security of Syria."

South Africa

Two items concerning the racial policies of the Union of South Africa were once again on the agenda of the General Assembly at its 12th session. The first item, entitled "The Question of Race Conflict in South Africa Resulting from the Policies of *Apartheid* of the Government of the Union of South Africa," dealt with the general problem of race relations in South Africa. It had first been brought before the Assembly in 1952 by 13 Arab and Asian states and was being discussed for the sixth time. The second item, on "Treatment of People of Indian Origin in the Union of South Africa," had originally

been introduced by India in 1946 and had been discussed at every subsequent session except 1949.

As in the past the Union of South Africa opposed inscription of these items on the grounds that Assembly consideration constituted interference in its internal affairs. South Africa thereafter did not participate in the discussion of these items and, in keeping with its previous position, maintained only "token" representation at the 12th session as a protest against the Assembly's consideration of these items.

RACE CONFLICT IN SOUTH AFRICA

The 11th General Assembly had adopted a resolution on *apartheid* which called upon the Government of the Union of South Africa "to reconsider its position and revise its policies" in the light of its obligations and responsibilities under the Charter, invited South Africa to cooperate in a constructive approach to this question, particularly by its presence in the United Nations, and requested the Secretary-General, as appropriate, to communicate with the South African Government "to carry forward the purposes of the present resolution."

On August 6, 1957, Bolivia, Costa Rica, Egypt, India, Indonesia, Liberia, Sudan, and Uruguay, asserting that South Africa continued to implement its policy of *apartheid* "disregarding the General Assembly's resolution," requested the inclusion of this item on the agenda of the 12th session. On September 26 the Assembly voted 64 (U.S.) to 8, with 9 abstentions, to inscribe this item on its agenda.

The Special Political Committee considered the question of *apartheid* at eight meetings held between October 21 and November 1. On October 30 a draft resolution was submitted by Afghanistan, Bolivia, Burma, Ceylon, Costa Rica, Ecuador, Egypt, Ethiopia, Ghana, Greece, the Philippines, Saudi Arabia, Syria, Tunisia, Uruguay, and Yemen. Libya, Pakistan, Sudan, and Jordan subsequently joined as sponsors. The draft resolution, after recalling in its preambular paragraphs previous resolutions on the *apartheid* question, deplored the failure of South Africa to respond to provisions of the resolution adopted at the 11th session; again drew the attention of South Africa to that resolution; and appealed to South Africa to revise its policy in the light of the principles and purposes of the United Nations and of world public opinion and to inform the Secretary-General of its response.

The U.S. representative, Mr. Herman Wells, stressed that guarantees of basic civil rights are contained in the Constitution of the United States and that the American people consider these rights as "fundamental to our national strength." He noted the difficulties of translating ideals into reality and declared that "despite the difficulties that

lie along the path of guaranteeing the basic human rights to all peoples of the world, there should be no controversy over the direction in which the path should lead." He pointed to the fact, however, that there are other cases of the deprivation of rights and that a number of governments openly practice policies that deprive their citizens of basic human rights and freedoms.

Turning to the role of the United Nations, Mr. Wells stated that the United Nations, despite its limitations in this field, can contribute to the spread of human freedom by positive studies and recommendations and by exercising its function of proclaiming standards. He noted, however, that previous resolutions on the *apartheid* question had produced no practical results and that the Union Government itself must take the necessary steps if progress is to occur.

On November 1 the 20-power draft resolution was put to a vote in the Special Political Committee. It was adopted by a vote of 59 to 5, with 10 abstentions, including the United States.

The committee's report was considered in plenary session on November 26. The Assembly, voting on the resolution as a whole, approved it by a vote of 59 to 6, with 14 abstentions, including the United States.

TREATMENT OF INDIANS IN THE UNION OF SOUTH AFRICA

The 11th General Assembly had also adopted a resolution on the treatment of people of Indian origin which noted that both India and Pakistan had reiterated their willingness to pursue negotiations with South Africa on this matter and that South Africa had not yet agreed to such negotiations. It urged the parties concerned to enter into negotiations to facilitate a settlement of this problem and, in particular, appealed to South Africa to cooperate to this end. The resolution also invited the parties to report as appropriate to the General Assembly.

India and Pakistan requested the inscription of this item in separate letters dated August 16. The two governments stated that South Africa had failed to respond to their request to commence negotiations. They asserted that as the resolution adopted by the 11th session remained unfulfilled, they wished to report on this matter to the General Assembly. On September 26 the Assembly voted 63 (U.S.) to 2, with 16 abstentions, to inscribe the item on its agenda.

This item was considered by the Special Political Committee at six meetings held between November 4 and November 12. On November 8 Iran, Mexico, the Philippines, and Yugoslavia submitted a draft resolution on "Treatment of People of Indian Origin in the Union of South Africa" which was almost identical with the resolution on this

question adopted by the Assembly at its previous session. The only significant departure from the previous resolution was the omission of a paragraph calling attention to the U.N. program of "advisory services in the field of human rights."

The U.S. representative, Mr. Herman Wells, reviewed in his statement the position of the United States regarding the competence of the Assembly to deal with cases such as this. He said that the United States did not believe that discussion of such an item infringes on the limits set by article 2, paragraph 7 (on domestic jurisdiction) of the Charter. In the opinion of the United States, Assembly recommendations on the carrying out of Charter obligations in the field of human rights did not conflict with article 2, paragraph 7. Mr. Wells noted, however, that questions began to arise when such recommendations related to specific legislation or administrative action within a country. In such cases the United States had not infrequently in the past abstained from voting or otherwise indicated its inability to concur fully for reasons of policy as well as of Charter interpretation.

In regard to the resolution before the committee Mr. Wells expressed the hope of the United States that an atmosphere favorable to negotiations between India, Pakistan, and South Africa could be created. He said that the actions of the Assembly could most usefully be directed toward bringing the parties together. Conversely, he said, the Assembly should avoid any steps that would hinder the resumption of negotiations. Mr. Wells concluded by stating that the U.S. delegation had measured the draft resolution by these and other standards and would support it.

The Special Political Committee on November 12 approved the four-power draft resolution by a vote of 63 (U.S.) to 0, with 14 abstentions. The General Assembly considered the committee's report on November 26 and approved the recommended resolution by a vote of 64 (U.S.) to 0, with 15 abstentions.

West New Guinea (West Irian)

BACKGROUND

The western half of the island of New Guinea was governed as part of the Netherlands East Indies prior to the establishment of an independent Indonesia. However, the question of the political status of West New Guinea was not settled when Indonesia gained independence. The Charter of Transfer of Sovereignty, signed on December 27, 1949, provided in its first article: "The Kingdom of the Netherlands unconditionally and irrevocably transfers complete

sovereignty over Indonesia to the Republic of the United States of Indonesia." The second article stated: "In view of the fact that it has not yet been possible to reconcile the views of the parties on New Guinea which therefore remain in dispute, . . . the *status quo* of the residency of New Guinea shall be maintained with the stipulation that within a year from the date of transfer of sovereignty to the Republic of the United States of Indonesia, the question of the political status of New Guinea be determined through negotiations between the Republic of the United States of Indonesia and the Kingdom of the Netherlands."

Since that time all efforts to settle this dispute have been unsuccessful. The Netherlands continues to administer the area and claims that its sovereignty was unaffected by the Charter of Transfer of Sovereignty. Indonesia, on the other hand, maintains that West New Guinea is an integral part of its sovereign territory.

Indonesia brought the question of West New Guinea before the 9th General Assembly in 1954 after bilateral negotiations between the two countries had failed. A draft resolution looking toward resumption of negotiations was submitted, but after prolonged debate it failed to be adopted. The question of resumption of negotiations was again brought before the General Assembly by 15 African and Asian states in 1955. Shortly before the item was considered in committee, the Dutch and Indonesians agreed to negotiate on several outstanding matters. As a result the General Assembly adopted without objection a resolution which expressed the hope that the problem would be peacefully solved and that the negotiations would be fruitful. A draft resolution establishing a good offices commission for the purpose of assisting negotiations between the two parties was introduced when the 11th Assembly considered the same item. However, this draft resolution failed to obtain the required two-thirds majority. Throughout the discussions on all these resolutions the United States maintained a position of neutrality and abstained on all votes.

TWELFTH GENERAL ASSEMBLY CONSIDERATION

On August 19, 1957, Indonesia and 20 other members from Asia and Africa requested the inscription of the item "The Question of West Irian (West New Guinea)" on the agenda of the 12th Assembly. In their explanatory memorandum the 21 powers maintained that the failure of the 11th Assembly to adopt a "specific recommendation for a peaceful approach did not contribute, in fact, to a lessening of tensions between Indonesia and the Netherlands," and that "this dispute between the two Member States of the United Nations thus

continues unresolved and still demands a just and peaceful solution."

The General Committee on September 18 recommended inscription of the item by a vote of 7 to 4, with 4 abstentions (U.S.). This recommendation was approved by the Assembly 2 days later by 49 votes to 21, with 11 abstentions (U.S.).

Committee I (Political and Security) considered the item at eight meetings held from November 20 to 26. Indonesia was represented by Foreign Minister Subandrio and Mr. A. Sastroamidjojo. Mr. Subandrio opened the debate. He restated his Government's position that West New Guinea was an integral part of the political entity known as Indonesia. The Netherlands, he maintained, had undertaken to promote the establishment of complete sovereignty for the whole of Indonesia and by the Charter of Transfer of Sovereignty in 1949 had formally transferred complete and irrevocable sovereignty over Indonesia and thereby recognized the independence of the Indonesian state. He stated that the Netherlands had agreed to solve the dispute regarding the political status of West New Guinea by peaceful means within the year 1950. Indonesian unity, he said, was based not on racial or ethnic ties, but on centuries of living together.

So far as the question of self-determination was concerned Mr. Subandrio said that as West New Guinea was an integral part of Indonesia the issue was not "self-determination" but "amputation." Indonesia was seeking reunification and national unity. In connection with the joint Netherlands-Australia statement on November 6, 1957, he said that as those two countries had been coordinating their policy with respect to West New Guinea and East New Guinea respectively for several years, the purpose of the joint statement was not clear and it might have military implications. He said that although Indonesia was facing the difficulties left by colonial dominance, the situation of the peoples of independent Indonesia was a thousand times better than that of the people of West New Guinea.

Mr. Subandrio maintained that the Indonesian Government had consistently tried to solve the dispute over West New Guinea by peaceful negotiations and continued to seek a conference with the Netherlands on the question, at which it would be prepared to discuss other problems as well. A solution of the question, he stated, was imperative, not only in the interest of Indonesia but in the interests of international peace and security. He declared that a U.N. recommendation for further negotiations would enhance the organization's prestige and that Indonesia was prepared to accept a resolution establishing such a procedure for peaceful settlement.

The Netherlands' case was presented by Foreign Minister Luns and Mr. C. W. A. Schurmann. Mr. Schurmann summed up his

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Government's point of view as follows: (1) the United Nations imposed on the Netherlands, as the power responsible for the administration of West New Guinea, the duty to recognize the principle that the interests of the territory's inhabitants were paramount; (2) if the Netherlands were to agree to transfer the territory to Indonesia without first ascertaining whether such a transfer would be in accordance with the wishes of the inhabitants, or even if it were to enter into negotiations with Indonesia about the possibility of a change in the status of the territory, it would be forsaking its duty to the inhabitants and to the United Nations; (3) the Netherlands had solemnly promised the territory's inhabitants that it would grant them the opportunity to decide their own political future as soon as they were able to express their will; and (4) for these reasons the Netherlands could not and would not comply with any Indonesian demands for the annexation of the territory nor enter into any negotiations concerning its future status in the absence of a decision by its inhabitants on their own political future.

In connection with the question of self-determination the Netherlands delegation called attention to a recent statement issued jointly by the Netherlands and Australia on cooperation in administering territories in West and East New Guinea, respectively.

Mr. Schurmann asserted that Indonesia wished to persuade the General Assembly to urge negotiations on the basis of two assumptions: (1) that West New Guinea was legally a part of the Republic of Indonesia; and (2) that the administration of the territory should be transferred to Indonesia without previous consultation with the territory's population. He maintained that the second assumption involved a denial to the population of West New Guinea of its right of self-determination and was accordingly contrary to the principles of the Charter. He asserted that the first assumption was clearly a question of law which could not be decided by the General Assembly. The Netherlands, he stated, had offered to agree that Indonesia should submit the question to the International Court of Justice, but Indonesia had refused to do so. In this connection Mr. Schurmann reiterated the basic contention of the Netherlands Government that its sovereignty over West New Guinea had been unaffected by the establishment of Indonesian independence.

On the same day the representative of Ceylon formally tabled a joint resolution sponsored by Afghanistan, Bolivia, Burma, Ceylon, Egypt, Ethiopia, India, Indonesia, Iraq, Jordan, Lebanon, Libya, Morocco, Nepal, Saudi Arabia, Sudan, Syria, Tunisia, and Yemen. In its preambular paragraphs the draft would have had the General Assembly view "with deep concern that the prolongation of the political dispute involved in the question of West Irian (West New

Guinea) is likely to endanger the peaceful development of that area," and realize "that a peaceful solution of the problem should be obtained without further delay." Under the operative paragraphs the General Assembly would have invited both parties "to pursue their endeavors to find a solution of the dispute in conformity with the principles of the United Nations Charter" and would have requested the Secretary-General "to assist the parties concerned, as he deems appropriate, in the implementation of this resolution and to submit a report of the progress to the General Assembly at its 13th session."

Nearly 50 delegations participated in the debate. In the words of the rapporteur of Committee I, "the majority of delegations was of the opinion that the General Assembly should invite both parties to pursue their endeavors to find a peaceful solution of this problem." On the other hand, "other delegations, in welcoming the promise of the Netherlands Government that the inhabitants of West Irian would determine their own future when the time comes, were of the opinion that, in view of the fact that the positions of the two parties concerned seemed to be irreconcilable, both claiming sovereignty over West Irian, the proposed draft resolution could not produce any tangible result because the two parties could not even agree on the object of future negotiations."

The 19-power draft resolution was put to a vote in the committee on November 26 and was adopted by 42 votes to 28, with 11 abstentions (U.S.).

When the item was considered by the General Assembly in plenary session, the President of the Assembly ruled, on the basis of past practice, that the resolution would require a two-thirds majority vote for adoption. There were no objections to the ruling. The result of voting was 41 in favor of the draft resolution, 29 against, and 11 abstentions (U.S.). The draft resolution accordingly was not adopted, having failed to obtain the required two-thirds majority.

After the voting was concluded, Foreign Minister Subandrio announced in the Assembly that "since this Assembly did not succeed in bringing the parties together, Indonesia has no alternative course apart from action outside the United Nations." He further stated that "since no conciliatory move is possible, we might take steps which will not be conducive for the improvement of our relations with the Netherlands."

As in previous years the United States maintained a policy of neutrality throughout the Assembly's consideration of the dispute. It abstained on all votes and did not participate in the debate. At a news conference on November 19, 1957, Secretary of State Dulles explained the position of the United States in the following words:

Our position on this matter is similar to that which we took last year. This is

a position of neutrality. The arguments pro and con are closely balanced. We do not see a clear case to be made for either side sufficient, we think, to enable us to take a positive position on one side or another.

Peaceful and Neighborly Relations Among States

The Soviet Union on September 20, 1957, requested the inclusion of an item entitled "Declaration concerning the peaceful co-existence of States" on the agenda of the 12th General Assembly. An accompanying draft resolution would have had the General Assembly note "with satisfaction that many states had recently begun to base their relations one with another upon the following principles: mutual respect for one another's territorial integrity and sovereignty; non-aggression; non-intervention in one another's domestic affairs on any economic, political or ideological grounds whatsoever; equality and mutual benefit; and peaceful coexistence." The draft resolution called upon "states to be guided by the aforesaid principles in their relations one with another and to settle solely by peaceful means any disputes which may arise among them."

The above five principles, frequently referred to as *Panch Shila* (Hindi for "five principles"), were first enunciated as a unit in the preamble to the agreement on Tibet which was concluded between India and the Chinese Communist regime on April 29, 1954. They were subsequently endorsed by the U.S.S.R. and remaining members of the Soviet bloc and by a number of non-Communist governments, principally in Asia. The first four of the above principles were also incorporated in the 10-point "Declaration of Promotion of World Peace and Cooperation" adopted by the Bandung Conference in April 1955.

The Soviet Union apparently hoped by introducing this item to gain credit for a "peaceful initiative," especially among non-Communist countries sincerely subscribing to these "five principles," and to create another vehicle at the 12th Assembly for propaganda attacks on the West. The Soviet explanatory memorandum made clear its propagandistic intentions. The U.S.S.R. charged in this memorandum that "the policy of 'negotiation from strength' pursued by certain States" (identified as the "Western Powers"), "the unprecedented armaments race which they have set in train, . . . the systematic attempts by these States to impose their will on the peoples of several countries in Africa and the Near East by military means . . . have led . . . to an intensification of the threat of a new world war."

On September 30 the General Committee recommended by a vote of 11 (U.S.) to 1, with 3 abstentions, and the General Assembly

subsequently approved, inclusion of the Soviet item on the agenda and its allocation to Committee I (Political and Security). Ambassador Henry Cabot Lodge explained that the United States would vote to inscribe the item, "in spite of the fact that the explanatory memorandum is but a repetition of the same old attack on the United States and its allies" and despite doubts "as to the appropriateness of this resolution being introduced by the country which seems to us to do the least about carrying out these principles." He hoped "that a discussion of the words 'peaceful coexistence' will bring the Soviet Union to a realization of what these words can really mean and perhaps result in their following the true policy of peaceful coexistence in place of the policy of subversion and oppression."

THREE-POWER RESOLUTION

India, Sweden, and Yugoslavia circulated a draft resolution on December 11 entitled "Peaceful and Neighbourly Relations among States" which was intended as a substitute for the Soviet draft resolution. Under this resolution the General Assembly, "considering the urgency and importance of strengthening international peace and of developing peaceful and neighbourly relations among States irrespective of their divergences or the relative stages and nature of their political, economic and social development; recalling that among the fundamental objectives of the Charter are the maintenance of international peace and security and friendly cooperation among States; realizing the need to promote these objectives and to develop peaceful and tolerant relations among States, in conformity with the Charter, based on mutual respect and benefit, non-aggression, respect for each other's sovereignty, equality and territorial integrity and non-intervention in each other's internal affairs, and to fulfill the purposes and principles of the Charter;" and "recognizing the need to broaden international co-operation, to reduce tensions, and to settle differences and disputes by peaceful means," would call upon "all States to make every effort to strengthen international peace, and to develop friendly and co-operative relations and to settle disputes by peaceful means as enjoined in the Charter and as set forth in this resolution."

The three-power resolution differed from the Soviet draft in two fundamental respects: it contained no reference to the ambiguous and misleading phrase, "peaceful coexistence," and it endorsed the principles set forth within the framework of the U.N. Charter.

Committee I considered the item from December 12 to 14, 1957. The Soviet representative, Mr. Kuznetsov, began the debate with a lengthy speech expounding the current foreign policy line of the U.S.S.R. and calling for the adoption of the Soviet draft resolution.

His original statement was relatively mild in tone, but in a later speech on December 14 Mr. Kuznetsov delivered a strident attack on the United States.

Ambassador Lodge responded by announcing that the United States would support the three-power draft resolution. He stated that "there are times—and this may well be such a time—when peace and justice are well served by reaffirming old principles in a new form." While noting that the Charter of the United Nations is "a fundamental statement of the principles of international conduct" and that it is only necessary "for these basic principles to be fully carried out," he said that he believed "the three-power draft resolution can exert a good effect by reaffirming the positive and hopeful principles for the maintenance of international peace and security and friendly cooperation among States."

Mr. Lodge observed that "this draft resolution is directed only to States." He stressed, however, that "this injunction toward peaceable behavior will have to be heeded also by the Communist regimes which have heretofore been conspicuous for lawless behavior," citing in this connection the Communist regimes on the mainland of China, in north Korea, and north Viet-Nam.

Directly rebutting the first speech of the Soviet representative, Mr. Lodge contrasted the words of the Soviet representative with Soviet deeds, including Soviet propaganda activities, its record on disarmament, its subjugation of sovereign nations in Eastern Europe, and in particular its armed intervention in Hungary.

Ambassador Lodge reviewed the Soviet interpretation of the phrase "peaceful coexistence." He noted that this concept had been coined by the Soviets and stemmed from Lenin's "doctrine" that a Communist regime could be established successfully in one country (not simultaneously throughout the world as "prophesied" by Marx) and accordingly would be obliged to coexist with non-Communist countries. At the same time, said Mr. Lodge, the Soviet leaders "have never renounced . . . their basic hostility to the non-Communist world and their belief that the rest of the world should and would be brought under Soviet Communist rule. . . . The phrase 'peaceful coexistence,' in the Soviet view, appears to be nothing more or less than a phase in the Soviet Communist struggle for world conquest."

Ambassador Lodge concluded: "The nations of the world must show some purpose to live together in peace. A mere coexistence while one side prepares to bury the other is not the answer. We need peaceful behavior. We need a true peace."

Forty-three other delegates participated in the committee's debate. Most of the speakers directly supported the three-power draft resolu-

tion, while explicit endorsement of the Soviet draft resolution was confined largely to the Soviet bloc. A number of delegates emphasized the Soviet Union's failure to back up peaceful words with peaceful deeds, its imperialistic expansion in Europe and Asia, its intervention in Hungary, its narrow and restricted concept of "peaceful coexistence," the truculent tone of its explanatory memorandum on this item, and the inadequacy of its draft resolution in failing to recognize the primacy of the U.N. Charter.

The Indian representative, Mr. Krishna Menon, asked for priority for the three-power resolution, and the Soviet representative agreed. The three-power resolution was adopted by 75 votes (U.S.) to 0, with 1 abstention (China). The Soviet draft resolution was not pressed to a vote.

The representative of China, Mr. Tsiang, in explaining his position, stated that "this resolution, so far as the Western Powers are concerned, is almost unnecessary." On the other hand he did not believe that such a resolution would have any effect on the behavior of the Soviet Union. He thus expressed doubts about the usefulness of the resolution and voiced concern that "these good phrases . . . will be added to the tales which the Soviet representatives are spreading all over the world."

On December 14 the General Assembly approved the recommended three-power resolution without further discussion by a vote of 77 to 0, with 1 abstention (China).

GENERAL POLITICAL PROBLEMS

Admission of New Members

Membership in the United Nations rose to 82 in September 1957 with the admission of the Federation of Malaya on the opening day of the 12th session of the General Assembly. Two other applicants, however, were again denied admission by Soviet vetoes in the Security Council—the Republics of Korea and Viet-Nam.

MALAYA

The Federation of Malaya was admitted to U.N. membership by unanimous vote of the General Assembly on September 17, 1957. Malaya became an independent state within the British Commonwealth on August 31, 1957. On the same day it applied for membership in the United Nations, and the following day the United Kingdom

and Australia requested an early Security Council meeting to consider this application. The Council met on September 5 and voted unanimously to recommend to the General Assembly the admission of Malaya.

Welcoming the new member the Secretary of State, John Foster Dulles, declared to the Assembly on September 17:

> The people of Malaya have already shown in their struggle against communist terrorism that they have the qualities needed to sustain independence in the hard world of today. The United Kingdom has shown the statesmanship to recognize those qualities and to give them their due. There is need in the world for those qualities and for that statesmanship.

REPUBLICS OF KOREA AND VIET-NAM

On September 9, 1957, the Security Council met on the initiative of the United States to reconsider the applications of the Republics of Korea and Viet-Nam pursuant to the request of the 11th General Assembly, which had reaffirmed its previous determinations (the Republic of Korea in 1949 and Viet-Nam in 1952) that these applicants were "fully qualified" for U.N. membership.

The Council had before it a draft resolution cosponsored by Australia, China, Colombia, Cuba, France, the Philippines, the United Kingdom, and the United States recommending to the General Assembly that the Republic of Korea be admitted to membership. A second draft resolution, cosponsored by the same group of states, made a similar recommendation with respect to the Republic of Viet-Nam.

Speaking in support of the first of these resolutions, the U.S. representative, Ambassador Henry Cabot Lodge, declared that the Council had "the opportunity today to correct an historic injustice." Describing the Republic of Korea as a "blood relation of the United Nations," he pointed out that the United Nations "recognizes the Republic of Korea as the only lawful government in Korea." The U.S. representative noted that the General Assembly had "repeatedly voted in favor of Korea's admission to the United Nations," and said:

> The record is well known. A great Asian nation is being deprived of its most elementary right by an alien force which will not concede the right of nations and people to live their own lives in their own way. Will we see this alien force exercised again this morning?

With respect to the Republic of Viet-Nam Ambassador Lodge pointed out that it had shared "much of the sad experience of the Republic of Korea." The United States, he said, "has recognized with profound admiration the achievements of the people of Viet-Nam acting through their freely elected representatives." Declaring

that the "people of Viet-Nam have proven their love of peace and their ability to fulfill the obligations of the Charter," the U.S. representative referred to their right to membership in the United Nations and expressed the hope that this right would not long be denied to them.

Both draft resolutions received 10 favorable votes, but their adoption was prevented by Soviet vetoes. A Soviet effort to amend the draft resolution on the Republic of Korea so as to provide for the simultaneous admission of north Korea was defeated 9 to 1 (U.S.S.R.), with 1 abstention (Sweden), while a Soviet proposal to postpone consideration of the admission of Viet-Nam until it had been unified was rejected 10 to 1 (U.S.S.R.).

When the General Assembly's Special Political Committee on October 10, 1957, began its consideration of the agenda item "Admission of New Members to the United Nations," it had before it three draft resolutions. Originally cosponsored by Australia, Chile, Colombia, Costa Rica, France, Italy, Netherlands, New Zealand, the Philippines, the United Kingdom, and the United States, which were later joined by Iraq and Japan, one resolution, after noting with regret the continued inability of the Security Council to recommend the admission of the Republic of Korea because of the "negative vote of a permanent member" of the Council, reaffirmed that the Republic of Korea was fully qualified for membership and should be admitted. A second, cosponsored by the same group and in practically identical terms, called for the admission of Viet-Nam. The third, cosponsored by India and Indonesia, requested the Security Council to consider "all applications" for membership.

Introducing the first two resolutions the U.S. representative in the committee, Genoa S. Washington, reviewed the recent Security Council consideration of the applications of the Republics of Korea and Viet-Nam. It was, he said, "solely due to the use of the veto power by the U.S.S.R. that we are not able to have these nations sitting with us today," and he expressed the deep regret of the United States "that the Security Council and the General Assembly have in this way been prevented from righting an injustice." Mr. Washington again set forth the qualifications of the Republics of Korea and Viet-Nam for membership. He termed the resolution on the Republic of Korea "the minimum" the General Assembly could now do and expressed the hope that its adoption by the Assembly might "demonstrate the strength of United Nations support to the Republic of Korea and its people" and "perhaps serve to persuade the U.S.S.R. to permit the will of the majority of the United Nations members to prevail." Similarly, in the case of the resolution on Viet-Nam, Mr.

Washington expressed the hope of the United States that its adoption "will hasten the day when this Organization will be able to right a wrong and welcome Viet-Nam to membership."

During the ensuing debate more than 20 members spoke in support of the admission of the Republics of Korea and of Viet-Nam. Others took the position that while they wished to see Korea and Viet-Nam admitted to membership, unification should precede admission and, therefore, they would abstain. The Soviet bloc, as in the past, opposed the admission of the Republic of Korea unless the north Korean regime were admitted simultaneously and held that the admission of the Republic of Viet-Nam would be a violation of the 1954 Geneva agreements on Indo-China.

Subsequently, on October 17, the last day of the committee debate on this agenda item, the U.S. representative intervened again to urge support of the 13-power draft resolutions and defeat of the Indian-Indonesian draft. Mr. Washington noted that questions concerning Outer Mongolia and the north Korean and north Vietnamese regimes had been raised by a number of delegations and "particularly those from the Soviet bloc." Stating that U.S. opposition to the admission of these applicants was well known, he declared that it "has nothing to do with what the Soviets choose to call their social structure" but is based on article 4 of the U.N. Charter. The United States is not convinced, Mr. Washington said, that these applicants possess the initial Charter prerequisite of statehood, even if they were qualified in other respects, which, he added, "they are not." That this view is predominant in the United Nations was indicated, he commented, by its action on these applications.

The U.S. representative then reviewed in some detail the Communist record in Viet-Nam and Korea as clear evidence of the failure of the north Vietnamese and north Korean regimes to meet the other Charter prerequisites for membership. These records proved that these regimes were neither peace-loving nor willing to carry out the obligations of the Charter. Mr. Washington pointed out to the Soviet representative that the "tragic" division of Korea and Viet-Nam "is in each case being perpetuated by the deliberate policies of the U.S.S.R. and of the Chinese Communists," who "have pursued their policies through the use of force and in disregard of the attitudes of the overwhelming majority of the United Nations."

Mr. Washington also pointed out to the Soviet representative that no applicant has ever been denied U.N. membership by a U.S. veto in the Security Council. Three principles guide the United States, he said, on the admission of new members: "1. To bring into membership all qualified states that apply; 2. To follow the provisions of the Charter in judging the qualifications of applicants; 3. To avoid

thwarting the will of a qualified majority by use on this issue of the veto in the Security Council. . . ."

With specific reference to the Indian-Indonesian draft resolution, the U.S. representative noted that it was identical to one put forward at the 11th General Assembly, that its effect "would be to imply that the General Assembly places all applicants on the same basis," and that it was "therefore in direct conflict with the intent of the 13-power draft resolutions." Stressing that the United Nations had repeatedly found the Republics of Korea and Viet-Nam qualified for membership, Mr. Washington declared that it "should do so again."

The Indian-Indonesian draft was voted on first and rejected by 37 votes (U.S.) to 33, with 10 abstentions. The 13-power draft resolutions were then adopted—that on the Republic of Korea by a vote of 51 to 9 (Soviet bloc), with 20 abstentions, and that on the Republic of Viet-Nam by 49 votes to 9 (Soviet bloc), with 22 abstentions. The committee-recommended texts were approved in plenary session on October 25 by a vote of 51 to 9, with 21 abstentions, in the case of the Republic of Korea and 49 to 9, with 23 abstentions, in the case of the Republic of Viet-Nam.

OUTER MONGOLIA

At its meeting on September 9 the Security Council also had on its agenda, at the request of the U.S.S.R., the membership application of Outer Mongolia. With respect to this application the U.S. representative said:

> The United States is opposed to the admission of Outer Mongolia to the United Nations. We do not think it is qualified, we do not think it is independent, and we do not think it is a State. I have said all this before, and nothing that I know of has happened since then to change this view.

The Soviet draft resolution recommending the admission of Outer Mongolia received only two favorable votes—those of the U.S.S.R. and Sweden. The United States, together with China, Cuba, Colombia, and the Philippines, voted negatively, while Australia, France, Iraq, and the United Kingdom abstained.

Enlargement of U.N. Bodies

The 12th General Assembly had on its agenda four items that stemmed from the increased membership of the United Nations. Two items covered the enlargement of the Security Council and of the Economic and Social Council, respectively, and involved amendment of the U.N. Charter. A third item, on enlargement of the International Court of Justice, involved amendment of the Statute

of the Court. These three items had been carried over from the Assembly's 11th session, which had decided on February 26, 1957, to postpone their consideration until the 12th session.

The fourth item, on the "Question of the Composition of the General Committee of the General Assembly," was included at the request of Czechoslovakia. In requesting on October 4, 1957, the inclusion of this item, which did not involve the amendment process, Czechoslovakia stated that there was "a widely held view that the composition of the General Committee and its enlargement should be considered in the light of the increase in membership of the United Nations Organization, with due regard to the principle of equitable geographical distribution."

ENLARGEMENT OF THE COUNCILS AND THE COURT

The inclusion of the first three items on the Assembly's agenda had originally been requested by certain Latin American states, the number varying in each instance, and Spain. Only the first, "Question of Amending the United Nations Charter . . . to Increase the Number of Non-Permanent Members of the Security Council and the Number of Votes Required for Decisions of the Council," had been discussed at the 11th session, and this discussion had been inconclusive.

While there was general agreement that the Security Council should be enlarged in view of the increase in the number of U.N. members, there was no agreement on how many seats should be added or how they should be allocated geographically pursuant to the Charter principle of "equitable geographical distribution." Moreover, the U.S.S.R. stated that it would not ratify any amendments to enlarge the principal councils of the United Nations so long as the "legitimate rights" of Communist China in the United Nations "had not been restored." Under both the Charter and the Statute the permanent members of the Security Council have in effect a veto over amendments since ratification by all five of them is required for any amendment to become effective.

At the 12th session of the Assembly the Special Political Committee, to which these three items had been assigned, decided on December 2 to consider them together. The following day the committee adopted by unanimous vote a 17-power draft resolution under which the Assembly would decide to consider these three items further at its 13th session. The Ecuadoran representative explained that the Latin American group had decided to cosponsor an Indian draft resolution to this effect since "it was clear that political conditions were not favorable to the establishment of a general agreement on the proposals in question for the time being." The Latin Americans

hoped, he said, "that the atmosphere would be more favorable at the next session of the General Assembly."

The resolution recommended by the committee was adopted in plenary on December 12, again by unanimous vote.

GENERAL COMMITTEE ENLARGEMENT

At the same plenary session the Assembly decided by a vote of 49 to 1, with 27 abstentions, to amend its rules of procedure to increase the size of its General Committee from 17 to 21 by adding to the number of vice presidencies. The General Committee, which acts in effect as the Assembly's steering committee, is composed of the president, the vice presidents, and the chairmen of the seven main committees of the Assembly. The resolution adopted by the Assembly on December 12 also provides in an annex for the geographical distribution of seats on the General Committee.

U.S. Position

The United States abstained on this resolution (cosponsored by Burma, Ceylon, Czechoslovakia, Egypt, Ethiopia, Ghana, India, Indonesia, Liberia, Saudi Arabia, Sudan, Syria, and Thailand) in both committee and in plenary. Earlier, Ambassador Lodge had stated in the General Committee on October 9, 1957, during its consideration of the Czech request, that the United States could not support inclusion of this item. He pointed out that there were "obvious practical limits on the size of the General Committee if it is to be a workable body." The committee, however, by a vote of 14 to 0, with 2 abstentions (U.S. and China), decided to recommend inclusion of the item and its allocation to the Special Political Committee. This recommendation was adopted without objection by the Assembly on October 14.

Speaking in plenary session on December 12 the U.S. representative, Genoa S. Washington, explained that there were certain aspects of the resolution that the U.S. delegation considered undesirable and thought could have been improved "to the benefit of all Members if further time had been permitted for their consideration." While of course agreeing "that equitable geographical distribution is necessary and desirable," he questioned "the desirability of attempting to specify geographical regions in a resolution, or even in an annex to a resolution."

He further pointed out that "efficiency does not necessarily increase with the number of members" and expressed the belief that "it would have been possible for an almost identical balance of seats in the General Committee to have been maintained with a smaller

number of members." Finally, Mr. Washington noted that the draft resolution was "based on the recognition of the increase in membership and balanced geographical distribution" and not "on political criteria." The U.S. delegation did not, he said, "subscribe to a political definition of any geographical area."

Chinese Representation in the United Nations

As has been the case for the past few years, efforts were made during 1957 by the Soviet bloc and India, supported by a few non-Communist countries, to exclude representatives of the Government of the Republic of China from various bodies of the United Nations and its Specialized Agencies and to seat representatives of the Chinese Communist regime therein. The Chinese representation question has been raised each year since 1950 in one guise or other not only in the various major organs of the U.N. system—the Security Council, the General Assembly, the Economic and Social Council, the Trusteeship Council, and their subsidiary bodies—but also in the Specialized Agencies and their subsidiary bodies, including subcommittees that are purely technical in purpose.

The United States has strongly opposed these efforts, believing that it is out of the question even to consider proposals whereby the Chinese Communist regime would be represented in the U.N. system and pointing out that the Government of the Republic of China is the sole and rightful representative of China and the only one entitled to represent China in international organizations and conferences. Moreover, the Chinese Communist regime is a convicted aggressor which does not live up to recognized standards of international conduct. In order to avoid time-consuming debate on the substance of the issue and to facilitate agreement, the question usually has been handled by procedural means. A large majority of countries have supported this position, and at the end of 1957 representatives of the Government of the Republic of China continued to represent China in every U.N. and Specialized Agency body of which China was a member.

CONSIDERATION AT THE 12TH GENERAL ASSEMBLY

Before the Assembly convened India requested the inclusion on the agenda of an additional item entitled "Representation of China in the United Nations." When the Assembly's General [steering] Committee was dealing with the Indian request on September 19, 1957, the U.S. representative, Ambassador Henry Cabot Lodge, proposed that the committee recommend the adoption by the General Assembly

of a two-paragraph draft resolution whereby it would decide (1) "to reject the request of India for the inclusion . . . of the additional item"; and (2) "not to consider at its Twelfth Regular Session any proposals to exclude the Representatives of the Republic of China or to seat the Representatives of the Central People's Government of the People's Republic of China." The General Committee accepted the U.S. proposal by a vote of 9 to 4, with 2 abstentions, and recommended to the General Assembly the adoption of the draft resolution.

At the plenary meeting on September 23, 1957, which began consideration of the General Committee's recommendation, India introduced two amendments to the draft resolution as follows: (1) substitute "accede to" for the word "reject" in the first paragraph; and (2) delete paragraph two. In the course of the debate (which continued on the following day) Ambassador Lodge, in reply to those who opposed the General Committee's recommendation, said:

> Now, the record shows abundantly that the Chinese communist regime is not peace-loving. What they did in Korea, what they did in Vietnam, what they have done in Tibet, what they have attempted in the Philippines and in Formosa, and what they have tried to do in Malaya . . . all prove beyond doubt that this Chinese communist regime is not peace-loving.
>
> The fact is, Mr. President, that the United Nations itself officially and formally and after due consideration branded the Chinese communists aggressors in Korea. And it seems to me reasonable to hold that the United Nations settled this issue when it took that position. . . .

On September 24, 1957, the General Assembly adopted the U.S. proposal by a vote of 48 to 27 (9 Soviet bloc, Afghanistan, Burma, Ceylon, Denmark, Egypt, Finland, Ghana, India, Indonesia, Ireland, Morocco, Nepal, Norway, Sudan, Sweden, Syria, Yemen, and Yugoslavia), with 6 abstentions (Cambodia, Israel, Laos, Portugal, Saudi Arabia, and Tunisia). South Africa was absent. Before adopting the resolution the Assembly rejected, by a roll-call vote of 29 to 43, with 9 abstentions, the first Indian amendment to substitute "accede to" for the word "reject." The second Indian amendment—which would have deleted the entire second paragraph—was not pressed to the vote.

Despite the action by the Assembly on September 24, 1957, the Soviet Union on December 6, 1957, in the meeting of the Credentials Committee (made up of Burma, Canada, Iceland, Liberia, Nicaragua, Panama, U.S.S.R., U.K., and U.S.), introduced a draft resolution providing that the credentials of the representatives of the Government of the Republic of China not be recognized as valid. The chairman, Mr. Thor Thors of Iceland, ruled the Soviet draft resolution out of order on the ground that its consideration was precluded by the Assembly's decision of September 24, 1957. The representatives of Canada, Panama, and the United States spoke in support of the chair-

man's ruling. The Soviet delegate challenged the chairman's ruling, but the ruling was upheld by a vote of 6 to 2 (Burma, U.S.S.R.), the chairman not participating in the vote. On December 10, 1957, the General Assembly voted 77 to 1, with no abstentions, to approve the report of the Credentials Committee as a whole. After Mr. Thor Thors presented the Credentials Committee's report and before the vote was taken in this plenary meeting China, Panama, and the United States expressed approval of the committee's action on the credentials of the representatives of the Government of the Republic of China. Some Communist countries, as well as India and Burma, although expressing their reservations on the Credentials Committee's action concerning the credentials of the representatives of the Government of the Republic of China, indicated that they would vote in favor of the report. Nepal expressed similar reservations after the vote was taken but voted in favor of the report.

Charter Review

The General Assembly at its 12th session decided to keep in being the Assembly's committee on arrangements for a Charter review conference and requested the committee to report again, with recommendations, not later than the Assembly's 14th session, as the committee itself had recommended. This resolution, cosponsored by Afghanistan, Argentina, Austria, Brazil, Canada, Egypt, El Salvador, India, Indonesia, Ireland, Liberia, and Panama, was adopted in plenary session on October 14, 1957, without discussion and without reference to committee. The resolution, which was adopted 54 votes to 0, with 9 abstentions (Soviet bloc), also requested the Secretary-General to continue the documentary publications previously authorized by the Assembly at its 8th and 10th sessions in connection with its consideration of Charter review.

MEETING OF COMMITTEE ON ARRANGEMENTS

The question of holding a Charter review conference came automatically before the 10th General Assembly because of the provision in article 109 (3) of the U.N. Charter that if no such conference had been held up to that time the proposal to call one "shall be placed on the agenda" of the 10th session. In a resolution cosponsored by the United States and adopted on November 21, 1955, the Assembly decided that a Charter review conference "shall be held at an appropriate time," stating the belief that review of the Charter "under auspicious international circumstances" is desirable. In the same resolution the As-

sembly established a committee of all U.N. members to consider the "question of fixing the time and place" of a review conference and its organization and procedures and to report to the Assembly at its 12th session.

This committee met on June 3, 1957, and adopted by a vote of 67 to 0, with 9 abstentions (Soviet bloc) a draft resolution cosponsored by Brazil, Canada, Egypt, El Salvador, India, Indonesia, Ireland, Iran, Liberia, and Panama recommending to the Assembly that the committee be continued and requested to report not later than the 14th General Assembly.

In presenting the committee's report to the plenary meeting of the Assembly on October 14, the Austrian representative, who had served as rapporteur of the committee, said that during the committee's discussion on June 3 "a large majority of members held the view" that a review conference "should take place, but that the fixing of a time and place for it should be deferred for not more than two years because the 'appropriate time' and 'auspicious international circumstances' mentioned" in the 10th General Assembly resolution "had not yet materialized." These delegations, he said, had "expressed the hope that a more favorable international climate would exist in two years' time so that the time and place for a Charter review conference could be fixed."

The Austrian representative further noted, however, that there were other delegations who took the position "that the Charter as it stood provided fully for the maintenance of peace and the promotion of the political, economic and social advancement of all peoples," and that any revision of it "would hamper the attainment of those purposes." Predominant in this minority was the Soviet bloc, which has consistently opposed the holding of any review conference.

U.S. POSITION

Speaking in the committee on June 3 the U.S. representative, Ambassador James J. Wadsworth, noted that it had the authority to defer a decision on the time and place of the conference if it believed the international circumstances to be inauspicious. Consultations and the committee's discussion indicated, he said, "general agreement among the members that the appropriate time referred to in the 10th General Assembly's resolution has not yet arrived." In these circumstances and after reaffirming the U.S. belief that a Charter review conference "should be held when circumstances are auspicious," Ambassador Wadsworth stated that the United States would support the 10-power draft resolution.

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The Reappointment of the Secretary-General

The expiration in April 1958 of Secretary-General Dag Hammarskjold's 5-year term of office made it desirable for the Security Council to make a recommendation to the 12th General Assembly on a new appointment. The Secretary-General is appointed by the General Assembly upon recommendation of the Security Council, pursuant to article 97 of the Charter. The manner and terms of his appointment are established by General Assembly resolutions. Mr. Hammarskjold succeeded the first Secretary-General, Mr. Trygve Lie, on April 10, 1953.

The United States favored the reappointment of Secretary-General Hammarskjold, believing his meritorious record warranted his continuance in office. Consultations with other governments indicated they also favored Mr. Hammarskjold's reappointment.

The Security Council met in private on September 26, 1957, to consider the question of the appointment of the Secretary-General and decided unanimously to recommend to the General Assembly that Mr. Hammarskjold be appointed for a new 5-year term of office. The General Assembly later the same day accepted the recommendation of the Security Council by a vote of 80 in favor, with 1 invalid ballot. The one absent delegation registered an affirmative vote by letter. The President of the General Assembly consequently declared Mr. Hammarskjold unanimously elected Secretary-General for another 5-year term.

Mr. Hammarskjold, addressing the Assembly, accepted the appointment "with a deep awareness of the significance of the responsibility." He said: "The significance of what this Organization stands for, as a venture in progress towards an international community living in peace under the laws of justice, transforms work for its aims from a duty into a privilege." He said he had no doubt that the main direction of the United Nations' work under the Charter "indicates the path which the world must follow in order to preserve the achievement of the past and to lay a basis for a happier future." Therefore, service to the United Nations, he said, was "profoundly meaningful." Every step forward in this pioneer effort, he emphasized, "inevitably widens the scope for the fight for peace."

The President of the Assembly, Sir Leslie Munro of New Zealand, congratulated Mr. Hammarskjold and described him as "our supreme international civil servant, dedicated to his task, superbly equipped for it, and self-effacing in its performance." Congratulatory statements were made by the five permanent members of the Security Council, by Paraguay on behalf of the Latin American states, by Denmark for the European countries, by Czechoslovakia on behalf

of the Eastern European members, and by Indonesia for the Asian and African members. The delegations of Australia, Brazil, India, Lebanon, Mexico, New Zealand, the Philippines, Thailand, and Yugoslavia also rose to congratulate Mr. Hammarskjold. Ambassador Henry Cabot Lodge on behalf of the United States said:

> This is a happy moment in the life of the United Nations. Much of what the United Nations has been able to accomplish for world peace and justice and human betterment in these last five turbulent years has been due to our Secretary-General. In voting unanimously, as we have just done, to reappoint him for another five-year term, we have paid a great personal tribute to a great man. We have also done the United Nations a great favor.

On December 13, 1957, the General Assembly decided that the terms of appointment of the Secretary-General during his second term of office would be the same as during his first term.

PART II

Economic and Social Cooperation and Human Rights

During 1957 the Economic and Social Council, its subsidiary bodies, and the Specialized Agencies reaffirmed and reemphasized their great interest in the development of underdeveloped countries which for many years has been the highest priority goal of these bodies. This was evident in the resolutions and actions of nearly all of the component organizations of the U.N. system concerned with economic and social programs.

Probably the most significant initiative toward economic development was the U.S. suggestion for the establishment of a special projects fund to supplement existing U.N. technical assistance programs and to provide assistance in depth for such projects as resources surveys and national and regional technological institutes. The 12th General Assembly unanimously approved a resolution calling for the creation of such a fund. While the U.N. Expanded Program of Technical Assistance renders aid on a broad basis to many member countries and for many purposes, the new fund will select a limited number of important high priority projects for implementation such as regional river valley development surveys. This will mean that the United Nations can turn its attention to areas of economic development previously not dealt with because of the magnitude of the problems and the lack of funds. Under the new system the United Nations will be able to continue a broad program of technical assistance and at the same time will be able to give assistance in depth.

On the social side the most important program for assistance to underdeveloped countries during 1957 was the malaria eradication campaign. The World Health Organization (WHO) is the initiator and coordinator of this campaign and provides technical guidance. However, other U.N. bodies and individual governments are also cooperating in this spectacular effort to rid the world of malaria. The United Nations Children's Fund (UNICEF) and the U.N. Expanded Program of Technical Assistance supply funds and equipment and many governments also have given money for this purpose. The United States has given substantial funds both to the WHO directly

and through the Pan American Sanitary Bureau as well as directly to countries affected through the U.S. International Cooperation Administration.

In the field of human rights the success of the first regional seminar organized under the advisory services program opened the way for further practical projects in improving the status of women in less advanced countries. This seminar was held in Bangkok at the invitation of the Thai Government and considered the civic responsibilities and increased participation of Asian women in public life. After evaluating the results of this seminar the General Assembly urged that similar seminars be held as frequently as possible in the future.

In addition the U.N. commissions and the Specialized Agencies gave assistance toward improving the economic and social conditions of the underdeveloped countries. Through the Expanded Program of Technical Assistance the United Nations and the Specialized Agencies were allocated approximately $30,000,000. In addition the Specialized Agencies, and particularly the WHO, U.N. Educational, Scientific and Cultural Organization (UNESCO), and the Food and Agriculture Organization (FAO), financed a considerable number of programs of technical assistance from their own budgets. The International Bank loaned $502,400,000 to 16 countries in 1957, largely for economic development, and continued to provide extensive guidance to member countries in a wide range of economic development problems.

The United Nations increased its own efforts to better the welfare of people through its various services in the social field. During 1957 UNICEF concentrated on the following four areas: (1) maternal and child welfare, (2) communicable diseases, (3) nutrition, and (4) milk conservation. The Advisory Social Welfare Services Program conducted 124 projects in the social field, including social welfare administration, social work, education, family and child welfare, prevention of crime and treatment of offenders, community development, housing, and population.

While the emphasis of the economic, social, and human rights bodies and organizations of the U.N. system was primarily on technical assistance, these bodies also continued their general services and provided the facilities for intergovernmental negotiations on matters of common concern. The various transport and communications organizations paved the way for further international agreements and provided facilities for day-to-day coordination. The World Health Organization collected and disseminated health statistics and other information of interest to all member governments. FAO, UNESCO, the International Labor Organization (ILO), and World Meteorological Organization (WMO) provided similar services so that much information

of value to members was exchanged in the fields of their competence. The U.N. High Commissioner for Refugees participated in the resettlement of over 9,000 refugees during 1957. The control of the illicit traffic in narcotic drugs was greatly facilitated by the international system centered around the U.N. Commission on Narcotic Drugs.

Because of the complexity of the U.N. system in the economic and social fields, increasing attention was paid to the problem of coordination. In an attempt to provide guidance for coordination, the Economic and Social Council approved the following four principles which it believes should govern U.N. activities in these fields: (1) there should be a continuous review of programs, (2) priority should be placed on economic and social development of underdeveloped countries, (3) there should be concentration on a limited number of high priority projects, and (4) there should be closer coordination of the economic and social aspects of development.

One of the major advances in the field of coordination was the initiation of the "forward look." The Economic and Social Council requested the Secretary-General to make an appraisal of the scope of regular U.N. programs and expenditures for the period 1959–64 and asked the Specialized Agencies to make similar appraisals. It is hoped that these appraisals will enable the whole U.N. system to go forward with a minimum of duplication and a maximum return for the resources invested in its programs.

WORLD ECONOMIC SITUATION

Review of the World Economic Situation

The annual review of the world economic situation was conducted by the Economic and Social Council at its 24th session held in Geneva, Switzerland, from July 2 to August 3, 1957. As in the past this review was based primarily on the various economic surveys prepared by the U.N. Secretariat. The most important of these was the *World Economic Survey, 1956*, a major part of which was devoted to a study of the postwar balance-of-payments problems. In addition the Council had before it regional economic surveys covering Europe, Latin America, Asia and the Far East, Africa, and the Middle East.

The U.N. Secretariat's economic review for 1956 pointed out that the world economy as a whole continued to move forward. There has been, however, concern over rising prices and, in some countries, the growing deficit in the balance-of-payments position. Costs rose

significantly in most countries as growth in productivity failed to match increases in wages. While economic expansion in countries with centrally planned economies continued in 1956, although at a slower pace than in 1955, the output of producer goods increased at a higher rate than the output of consumer goods.

The Economic and Social Council's general discussion of the world economic situation centered on the problem of inflation—including the compatibility of economic growth and price stability and the special problems of the underdeveloped countries.

There was widespread recognition in Council debates that persistent inflation was a fundamental problem facing many countries. A major policy question in private enterprise economies was the extent to which economic growth and high employment could be reconciled with price stability and the utilization of national monetary and fiscal policies to effectively combat current types of inflation. Council members also recognized that while financial stability was a desirable objective, care should be exercised to avoid stagnation of production. Recent history has shown that high employment and stable price levels are compatible goals of economic policy in free enterprise economies, but a larger number of underdeveloped countries questioned the long-term effectiveness of inflation as a means of accelerating economic development, although it was also argued that some moderate increase in prices in the course of economic development was inevitable. The financing of economic development continued to be a most pressing problem of underdeveloped countries in the Council's view. Moreover, continued uneven rates of development among different groups of countries would result in a dangerously "unbalanced" world economy. Some members pointed to the danger of the fluctuation in the prices of raw materials which continued to be a most difficult international problem. There was also recognition that an increase in agricultural production and productivity was an essential condition for healthy economic growth. At the same time a number of Council members emphasized again the need for an orderly international disposal of surplus agricultural commodities.

There was much discussion on the possible impact of the European Common Market on the pattern of world trade and on other aspects of future economic developments. Representatives of the Western European countries and of the United States expressed their strong support for this project. On the other hand the underdeveloped countries tended to argue that the Common Market might have unfavorable effects on the trade ties and flow of investment between Western Europe and underdeveloped areas other than the African territories associated with the European Common Market.

During the consideration of the international economic situation specific proposals were made. France and Greece suggested that the U.N. Secretariat continue to devote attention to long-term economic problems for its annual world economic survey. The United States and France requested the Secretariat to focus the *World Economic Survey for 1957* on problems of inflation with special reference to the extent of inflation in various countries and the measures used or contemplated by member countries for preventing inflation in the future. In view of the benefits to be obtained therefrom, the Soviet Union called for members of the United Nations to reduce armament expenditures by 10 to 15 percent in 1958 and called on the United Nations to convene a world conference of economists to consider ways and means of further developing economic relations among all countries of the world regardless of their economic and social systems. The Soviet Union also called on the United Nations regional economic commissions to study the possible repercussions of the European Common Market and proposed Free Trade Area.

There was general agreement in the Council that inflation was a major economic problem. However, the Council was not disposed to accept the Soviet Union's proposal on disarmament nor to give serious consideration to their proposal for a world economic conference. The majority view was that a world economic conference at this time would serve no useful purpose. For the time being the Council was not prepared to take any action with respect to the question of establishing an international trade organization within the framework of the United Nations. Increasing concern was expressed, however, by many countries about the future of the Organization for Trade Cooperation in the light of continued U.S. inaction on this matter. It was also clear from the discussions that the Council would wish to discuss this topic further at future sessions with respect to the European Common Market.

In the light of the proposals and after deliberation the Council passed resolutions expressing the hope that efforts to achieve agreement through the United Nations on the problem of disarmament would progress steadily toward the goal of international supervised disarmament, thus freeing resources which could be used to accelerate economic and social development, and requesting the Secretary-General to continue to follow developments with respect to the question of machinery for cooperation in the field of international trade. It also called on the Secretary-General to report on existing facilities and methods for the conduct and development of consulta-

tions among member governments on economic questions of general interest and inviting governments to submit their comments on these facilities and methods. The Council agreed that consideration by the United Nations of developments regarding the European Common Market and the projected European Free Trade Area should normally take place within the framework of the annual economic survey which, as indicated above, forms the basis of the Council's consideration of the world economic situation. It further agreed that the Secretariat, in the preparation of the annual economic survey, should proceed as suggested by the representatives of France, Greece, and the United States and consider long-term economic problems, especially inflationary trends.

These actions of the Council were in accord with the U.S. position and were supported by the U.S. delegation.

Regional Economic Problems

The United States is a member of the three U.N. regional economic commissions, the Economic Commission for Europe (ECE), the Economic Commission for Asia and the Far East (ECAFE), and the Economic Commission for Latin America (ECLA). The three Commissions work under the general supervision of the Economic and Social Council and enable member states in the three regions to participate directly in the economic activities of the United Nations and to do so in a forum concerned with the particular problems of their own areas.

The difference in the types of problems facing the regions with which the three Commissions are concerned naturally results in varying emphasis being placed on individual economic problems. The members of the Economic Commissions for Latin America and for Asia and the Far East consist, in the main, of primary producing countries and many of the countries in the ECAFE region in particular are still relatively underdeveloped. It is natural that their economic problems will differ from those facing the highly industrialized countries which constitute the majority of the members of ECE. The Economic Commission for Europe includes in its membership the United States and Western European countries on the one hand and the European Soviet-bloc countries on the other with their varying political and economic policies.

ECONOMIC COMMISSION FOR EUROPE (ECE)

The Economic Commission for Europe continued during 1957 the exchange of economic and technical information and the efforts to promote intra-European trade that it has carried on for 10 years. The Commission is the only all-European forum for the discussion of economic and technical questions of common European interest of which the Soviet-bloc countries are members. Representatives of the Soviet bloc continued to take an active role in the Commission's activities and have shown an increased desire to see an expansion of the Commission's activities, in particular the work of subsidiary bodies of the Commission such as the Coal and Electric Power Committees. The United States has found it necessary to urge, in an increasing number of instances, that committees and working parties of the Commission avoid undue concentration on highly technical subjects. In addition the United States has continued to stress the need for full reciprocity in the provision of information from the Soviet-bloc countries comparable to that made by the United States and the Western European countries. The very active role now being played in the Commission by the Soviet bloc has emphasized the importance of adequate U.S. representation at all meetings of ECE bodies.

All of ECE's active committees met at least once during 1957, and, in addition, there were a large number of subcommittee and working party meetings. Many of these groups, and in particular those dealing with coal, steel, timber, agriculture, and the development of trade, have tended to become important centers for discussion of market trends. All of these committees and others, including those dealing with electric power, housing, and inland transport, afford member countries yearly contacts on questions of concern to the European economy. The United States was represented by especially qualified representatives from American private industry who either headed or reinforced the U.S. delegations. Our delegations usually include, in so far as funds permit, specialists from U.S. Government agencies or U.S. missions in Europe, as well as members of the U.S. resident delegation to the ECE in Geneva.

The annual plenary session of the Commission was held in Geneva from April 29 to May 15, 1957, and marked the 10th anniversary of the establishment of ECE. The Commission voted to publish a complete summary of its work during 1947–57, which has since been issued. In addition to the normal review of the work of the various committees and a discussion of the European economy, considerable attention was devoted to the Western European integration movement. The treaties establishing the European Economic Community

(Common Market) and the European Atomic Community (EURATOM) were sharply attacked by the U.S.S.R. and other Soviet-bloc countries. The six Western European signatories of the treaties responded to the Soviet attack with the support of other Western countries including the United States.

The Commission's first Executive Secretary, Gunnar Myrdal of Sweden, resigned in 1957 after 10 years as head of the Commission secretariat. He was succeeded on September 2, 1957, by Sakari S. Tuomioja of Finland who was formerly Prime Minister of Finland and has held many other important offices in his country.

ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST (ECAFE)

This Commission, like ECE, celebrated in 1957 the 10th anniversary of its establishment. The Commission is generally able to pursue its work unhampered by differences in basic political and economic outlook. During 1957 Malaya became the 23d full member of the Commission as a result of that country's achievement of independence during the year. At this session the Soviets again raised the question of Outer Mongolia's membership. The chairman ruled that the Economic and Social Council rather than ECAFE was competent to consider the admission of new members of ECAFE. Later the Commission by a vote of 10 to 6, with 3 abstentions, decided not to consider the question.

The Commission continued to concentrate on technical and economic problems of economic development, including those in the field of industry and trade, agriculture, inland transport, and water resources development. Considerable attention was given to the development potential of the lower Mekong River Basin and a preliminary study on this subject was published by the ECAFE Secretariat in 1957. The development of this river basin could have a very important effect on the welfare and productivity of the four riparian countries—Thailand, Viet-Nam, Laos, and Cambodia. In the latter part of 1957 an international committee of experts, headed by Maj. Gen. Raymond A. Wheeler, USA. (ret.), was formed for the purpose of making a more detailed study of the program. The report of this group was completed in January 1958. (See also *infra*, pp. 156–157.)

Cooperation between ECAFE and other U.N. agencies in the interest of eliminating duplication of effort continued. The terms of reference of the ECAFE Inland Transport Committee had been extended in 1956 to cover telecommunication matters. In 1957 ECAFE and the International Telecommunication Union (ITU) made arrangements for a meeting in 1958 of a working party on tele-

communications to be sponsored jointly by the two organizations. Cooperation between ECAFE and the Food and Agriculture Organization (FAO) in 1957 was highlighted by the jointly sponsored Working Party on Agriculture Development and Planning. This meeting was the third in a series of ECAFE work program meetings on economic development. The U.S. views and suggestions presented to this meeting were especially well received by other delegations.

Two invitations for ECAFE-sponsored study groups to visit the United States were extended at ECAFE meetings during the year. At the third session of the Mineral Resources Development Subcommittee, held in Calcutta in November 1957, an invitation was extended for a study tour of the United States and Canada by mineral experts and geologists from the ECAFE region; the tour is tentatively scheduled for early 1959. At the Third Regional Technical Conference on Water Resources Development the U.S. delegate invited experts from the ECAFE region to tour the United States in May or June of 1958. These tours will be sponsored jointly by ECAFE and United Nations Technical Assistance Administration (UNTAA) and are financed partly by UNTAA funds and partly by the U.S. International Cooperation Administration (ICA) funds. They serve to acquaint experts from countries of the ECAFE region with our experience and techniques in utilization of water resources.

The plenary session of the Economic Commission for Asia and the Far East (ECAFE) was held from March 18–28, 1957, in Bangkok, Thailand. Besides devoting itself to reorganization of the committee structure of ECAFE the meeting also succeeded in streamlining the ECAFE work program. The U.S. delegation, supported by a number of other delegations, stressed recognition of the role that private enterprise and private investment can play in the development of the ECAFE region. Among the other issues discussed at the plenary session was a proposal to hold interregional trade promotion talks. After some deliberation this proposal was rejected.

ECONOMIC COMMISSION FOR LATIN AMERICA (ECLA)

The Economic Commission for Latin America (ECLA), which entered its ninth year of work in 1957, continued to concentrate on basic problems of economic development. This included the preparation of studies on the economic development problems of specific countries as well as of the region and on current problems of Latin American trade.

In addition a report on the activities of ECLA in the field of trade and balance of payments in Latin America was presented at the Economic Conference of the Organization of American States (OAS) which was held in Buenos Aires in August 1957. This is an illustration of the continuing efforts in the coordination of the activities of ECLA and OAS in the interest of avoiding duplication. The Commission's Secretariat continued to collaborate in varying degrees with other organizations concerned with the economic problems of Latin America and with the United Nations Specialized Agencies.

A steel experts' meeting held in São Paulo in May 1957 just before the ECLA plenary session was attended by private U.S. experts in their private capacities and also by representatives of the European Coal and Steel Community.

The seventh session of the Economic Commission for Latin America (ECLA) was held at La Paz, Bolivia, from May 15–29, 1957. It was marked by a considerable interest on the part of some Latin American countries in the formation of a Common Market for Latin America. The example of the recently formed European Common Market was much in the minds of the representatives of governments at this meeting, and concern was expressed at the possible adverse effects of the European Common Market on the trade and general economic development of Latin America. The general discussion of this subject may have contributed to a more balanced view of the common market idea and to recognition of some factors which made it less practicable to apply to the Latin American region.

The plenary session also approved a joint FAO-ECLA Study of Timber Trends for Latin America. The U.S. delegation abstained from the vote on this matter on the ground that such an ambitious study would be premature in view of the absence of necessary basic data for many of the countries of the region and on the ground that FAO, which has primary responsibility for initiating such a project, had not approved it.

The U.S. delegation abstained on a resolution calling upon ECLA to render technical advice on specific projects to individual countries. It was our delegation's view that technical assistance should be carried on through the U.N. Technical Assistance Administration and the Specialized Agencies and not through regional economic commissions.

PROPOSED ECONOMIC COMMISSION FOR AFRICA

The General Assembly in a resolution adopted at its 12th session in November 1957 requested the Economic and Social Council to give "prompt and favorable consideration to the establishment of an Economic Commission for Africa." The establishment of the Com-

mission was placed on the agenda of the 25th session of ECOSOC to be held in April 1958, and it was expected that an organizational meeting of the new Commission would take place about the end of 1958, with the Commission's first formal meeting possibly being held in the spring of 1959.

Trade and Commodity Problems

During 1957 the United Nations continued to be concerned with developments in the field of international trade and commodity problems as important aspects of the international economic situation. As in previous years the United Nations Secretariat both at Headquarters and in the regional economic commissions continued to report on and analyze developments in this field. Its studies ranged from reporting general trade and market trends to examination of specific developments in international trade, such as the European Common Market, and the publication of studies relating to market developments in particular commodities.

The *Review of the World Economic Situation* (see *supra*, pp. 118–121) summarizes the points relating to trade and commodity problems made during the discussion of the world economic situation in the Economic and Social Council. Reference to various aspects of these problems were also made by many delegations during the 12th session of the General Assembly. In particular, concern was expressed by many at the decline in the relative share of exports of nonindustrial areas in the export trade, the exports of industrial countries having risen at a much faster rate in recent years than those of the less developed areas. Concern was also expressed by representatives of underdeveloped countries regarding declines in the prices of various primary commodities, and suggestions were made that the situation warranted convening a world conference on primary commodity problems.

The U.S. representative at the General Assembly, Walter H. Judd, Congressman from Minnesota, emphasizing the importance of foreign trade to this country, stated in the Assembly's Committee II (Economic and Financial) that one of the most important ways in which the United States can contribute to steadily expanding international trade is by maintaining the growth of the American economy and promised that the United States would continue to consult with other countries on measures to promote international trade. Furthermore, he said that a basic objective of our foreign economic policy will continue to be the lowering on a mutual basis of unjustifiable barriers to trade.

The Assembly, by a large majority, on November 26, 1957, recommended that governments continue their efforts to reduce existing barriers to international trade for the purpose of expanding such trade at the fastest feasible rate.

THE GENERAL AGREEMENT ON TARIFFS AND TRADE (GATT)

Although the General Agreement on Tariffs and Trade (GATT) was negotiated under the auspices of the United Nations to provide a set of principles by which the contracting parties agree to conduct their trade relations and as a means for negotiating reductions in tariffs and other governmental trade barriers, it is not a U.N. organ.

The 12th session of the contracting parties was held in Geneva from October 17 to November 30, 1957. The most discussed topic of this session was the treaty establishing the European Economic Community, commonly known as the European Common Market, which had been submitted to the contracting parties for their consideration. As part of this consideration the United States sought a frank examination by the parties to GATT of the trade problems which might be created by the implementation of this treaty. The general objective of the United States was to find ways in which the European Common Market and GATT could effectively complement each other in contributions to the expansion of international trade. Detailed consideration of the provisions of the treaty establishing the European Common Market in the light of the provisions of GATT proceeded throughout the session in a special committee established for this purpose, and progress was made in clarifying various issues which might arise both during and after the transitional period of the European Common Market. The contracting parties decided that the special committee should continue during the period between the annual sessions of GATT. The contracting parties also reviewed the trade aspects of the European Atomic Energy Community and decided to follow developments with regard to the proposed European Free Trade Area now being negotiated.

In recognition of the concern expressed regarding certain trends in international trade, the contracting parties decided to establish a small panel of nongovernmental experts to examine these trends and their implications and to submit their report to the next GATT session. In addition the contracting parties handled a large number of problems arising from the regular operation of the General Agreement such as changes in individual country tariff schedules, complaints of actions contrary to the provisions of the General Agreement, and reports submitted pursuant to waivers of GATT obligations granted at previous sessions. At the 12th session Ghana and the

Federation of Malaya became the 36th and 37th contracting parties to the General Agreement.

Of special interest with regard to GATT activity during 1957 was a series of consultations under GATT auspices participated in by 21 countries including the United States on quantitative restrictions on imports maintained to protect the level of foreign exchange reserves. During these talks a number of countries announced measures designed to reduce restrictions and discrimination in international trade. These consultations were full-scale discussions on the nature and effects of quantitative import restrictions for balance-of-payments reasons. By their influence on the commercial policies of participating countries still applying restrictions, they constituted one of the most important GATT activities of the year and were of considerable significance both for cooperation in the field of international trade and for the future operation of the GATT.

THE ORGANIZATION FOR TRADE COOPERATION (OTC)

An aspect of cooperation in the field of international trade that received special attention during 1957, both in the United Nations and the GATT sessions, was the question of the establishment of the Organization for Trade Cooperation (OTC). The importance of early establishment of the organization was stressed by many representatives at the GATT session, with the United Kingdom delegate commenting that "here the decisive move rests with the United States." The U.S. representative noted that the President would again seek Senate approval for U.S. participation in the OTC. At the 12th session of the General Assembly a resolution was adopted urging governments of member states to take action with a view to approving the agreement on an OTC at as early a date as possible.

INTERNATIONAL COMMODITY PROBLEMS

Three organs within the framework of the United Nations are specifically concerned with international commodity problems: (1) the Interim Coordinating Committee for International Commodity Arrangements (ICCICA), consisting of a group of experts charged with facilitating intergovernmental consultation or action on commodity problems; (2) the Committee on Commodity Problems (CCP) of the Food and Agriculture Organization (FAO), which periodically examines the prospects for major agricultural commodities; and (3) the Commission on International Commodity Trade (CICT), established by the U.N. Economic and Social Council to examine measures designed to avoid excessive fluctuations in the prices and volume of trade

in primary commodities, including measures for a just and equitable relationship between prices of primary commodities and manufactured goods in international trade. The United States does not participate in the work of the Commission on International Commodity Trade.

At its 24th session in July 1957 the Economic and Social Council had before it three reports dealing with substantive and organizational problems in the field of international commodity trade: (1) the report of the CICT, which reviewed developments in the commodity field and outlined the Commission's program of work; (2) the annual report of ICCICA, which reviewed the various intergovernmental consultations held during 1956 and early 1957 on problems concerning certain individual commodities and summarized developments relating to wheat, sugar, and tin for which there are international commodity agreements in force designed to stabilize prices—(the United States has adhered to the wheat and sugar agreements); and (3) a special report of the Secretary-General, prepared at the Council's request, which presented the views of the U.N. organs concerned on existing organizational and procedural arrangements governing their activities in the field of international commodity problems and which indicated that no serious difficulties had arisen in coordinating these activities.

In the Council's discussion of commodity problems there was general recognition of the fact that sudden and sharp fluctuations in the primary commodity market constituted a problem which required consideration and cooperation among countries. There was, however, considerable difference of opinion as to what precisely should be done. The underdeveloped countries generally held that the question of commodity instability was a basic aspect of the problem of their economic development and that studies of price fluctuations should be followed by international measures aimed at stabilization of the market. A minority, including the United States, expressed opposition to extensive governmental interference with commodity markets and took the position that, where serious difficulties appear and require intergovernmental attention, the only practicable approach is to deal separately with particular commodities. The U.S. representative reiterated to the Council this country's concern with the problems of countries dependent largely on the production and export of a few primary commodities. He stated that the United States would continue to cooperate in the relevant work of the Food and Agriculture Organization, as well as in that of other international commodity councils and groups which consider the problems of international trade in particular commodities, and that it would consider

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any practicable suggestions designed to improve the conditions of such trade.

The Council approved the program of work proposed by the CICT. (The U.S. abstained on this action in view of its nonparticipation in the work of the Commission.) No action was taken by the Council with respect to existing organizational arrangements for the consideration of international commodity problems, but it was decided to place the examination of international commodity problems on its agenda for 1958.

General discussion of the importance of international commodity problems also took place at the 12th session of the General Assembly. The Assembly endorsed the Council decision to discuss commodity problems at its 26th session in 1958, invited member governments to submit their commodity problems to the CICT, and directed the attention of the Council to the importance of assisting in the promotion of international commodity agreements as an effective means of improving and stabilizing commodity prices. In the light of its general policy against undue governmental interference with commodity markets, the United States abstained on this resolution. The U.S. representatives did, however, cite the various ways in which the United States is cooperating with underdeveloped countries to help contribute to greater stability in the field of primary commodities.

The FAO Committee on Commodity Problems (CCP) and its subgroups were active throughout the year organizing a wide range of consultations on specific commodity problems. The CCP itself held sessions in Rome in March and October 1957. During the year various intergovernmental groups established by the CCP held sessions on coconut and coconut products, cocoa, rice, and grains. The principal objective of these consultations, in the view of the United States, is to improve statistics on production and trade and to increase the exchange of information between nations on the market situation and other problems affecting the particular commodities.

At the 12th session of the contracting parties to the GATT, the particular problems of trade in primary commodities as a matter of great interest to the less developed countries received considerable attention. Partly in recognition of the concern of these countries with respect to trends in commodity markets, the contracting parties decided to establish a panel of nongovernmental experts to prepare a report on international trade trends and their implications.

AGRICULTURAL SURPLUS DISPOSAL

A special aspect of international commodity problems which continued to be given attention during 1957 in the various organs of the

United Nations, the Food and Agriculture Organization, and other international forums was the problem of surplus commodity disposal. During the sessions of both the Economic and Social Council and the General Assembly references were made by many delegations during discussions of the general economic situation and the problems of the underdeveloped countries to the need for avoiding disruption of the world market through disposal of agricultural surpluses. No proposals for action were put forward.

The principal forum for consideration of the international aspects of surplus disposal continued to be the Consultative Sub-Committee on Surplus Disposal of the FAO Committee on Commodity Problems. The subcommittee, composed of 28 countries, with 31 countries and 7 international organizations having observer status, meets monthly in Washington. In this subcommittee the participating countries obtain information about each other's disposal programs and policies and bring to the group's attention any adverse effects that such activities might have on international trade.

At the ninth general conference of the Food and Agriculture Organization held in Rome from November 2–22, 1957, considerable interest was focused on the question of the disposal of agricultural surpluses. The U.S. representative made a statement reviewing the actions of the United States in this field and the philosophy behind the disposal policy of the United States. He pointed out that large quantities of surplus commodities had been moved into consumption with substantial beneficial effects on the levels of living of underprivileged people and on the economic development plans of the less developed areas; that the United States exercised great care to see that the trade interests of other supplying countries were not injured; and that the effects on normal markets had been, in consequence, small. Most of the comments of other delegations, following the U.S. statements, were moderate. In this connection the FAO conference endorsed the decision taken by the Committee on Commodity Problems to explore methods of assessing the observance and adequacy of the "FAO Principles and Guiding Lines of Surplus Disposal" (to which the United States had previously subscribed along with other countries).

International Finance

During 1957 the major focus of attention by the United Nations in the field of international finance continued to be the question of financing the economic development of underdeveloped countries. Thus, two of the Specialized Agencies of the United Nations operating

in the field of international finance—the International Bank for Reconstruction and Development (IBRD) and the International Finance Corporation (IFC)—continued to be concerned mainly with projects located in the less developed areas. While some of the activities of a third Specialized Agency—the International Monetary Fund—were concerned with assisting its economically less developed members, the Fund's resources were used to assist such more developed countries as the United Kingdom and France. As indicated in greater detail below, these three institutions made available substantial amounts of resources to their member countries both for investment and to assist in overcoming temporary balance-of-payments difficulties.

The international flow of private investment, as a method of assisting the financing of the economic development of underdeveloped countries, also continued to be of special interest and concern to the United Nations. In past years both the General Assembly and the Economic and Social Council had adopted comprehensive recommendations to member states designed to encourage international private investment. During 1957 the Council continued to follow developments in this field through the medium of the periodic statistical and other informational reports prepared by the Secretariat pursuant to previous decisions of the Council.

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT (IBRD)

The International Bank continued to play a leading role in the field of international finance during 1957. Its contribution to world economic development took the form largely of new loans amounting to $502,400,000 to 16 countries and territories—Austria, Belgium, Belgian Congo, Chile, Ecuador, Ethiopia, India, Iran, Japan, the Netherlands, Pakistan, Peru, the Philippines, Ruanda-Urundi, Thailand, and the Union of South Africa. The Philippines and Ruanda-Urundi were being assisted by the International Bank for the first time.

These new credits brought the total of lending by the Bank since its first loan in 1947 to $3,480,100,000. Since 1949, when immediate postwar reconstruction requirements had been met, the Bank has made development loans in excess of $2,450,000,000 for a variety of projects in such fields as electric power, transport, communications, industry, and agriculture. A measure of the contribution to economic progress being made by the lending activities of the IBRD is cited in the Bank's last annual report. This report notes that Bank loans for electric power development up to June 30, 1957, are helping its member countries to add 7.5 million kilowatts to their generating

capacity, representing more capacity than was available in the whole of Latin America at the time the Bank's development lending began.

The 1956 report on U.S. participation in the United Nations [1] noted the sharp increase which was taking place in the volume of bank lending to Asia. In this connection it may be noted that in 1957 a new operations department was formed in the Bank to assist in handling the growing volume of work in that region. This department has been made responsible for Bank operations in Burma, Ceylon, China, Indonesia, Japan, the Philippines, Thailand, and the Republics of Viet-Nam and Korea.

The International Bank also continued during 1957 to provide extensive guidance to its member countries on a wide range of economic development problems. For example, the report of the Bank's general survey mission to Jordan published in July 1957 is concerned with ways to increase Jordan's production and to reduce dependence on external financial support. Another report published earlier in the year embodies the results of an examination by a Bank mission of the economic problems of the Trust Territory of Somaliland, particularly those which can be expected to arise when the territory becomes independent in 1960. The Bank also continued to post resident representatives to member countries to assist governments in their development work and in their recruitment of experts. The latter included advisers on general economic and financial policies and specialists in railway and port administration, bank legislation, and other subjects.

In view of the results achieved by the Economic Development Institute which had been organized by the Bank as an international staff college for senior officers from the less developed countries and the interest expressed by member countries in its continuation, the Bank in 1957 decided to establish the Institute as a regular part of its activities. Thus, the Institute will provide a continuing forum in which government officials from underdeveloped countries can compare their experience with that of others facing similar problems elsewhere and discuss the long-range factors affecting economic growth in their various countries.

An example of the ways in which the Bank is working to help member countries take advantage of new development opportunities was the announcement in August that the Bank and the Government of Italy had agreed to cooperate in sponsoring a study which will lead to the construction of a large nuclear power station in southern Italy. This study, it is expected, will point the way to lending operations by the Bank in this new and challenging field.

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[1] *U.S. Participation in the UN—Report by the President to the Congress for the Year 1956.* Department of State publication 6577.

The sale of International Bank bonds on the private capital market has for some time served as one of the chief means of mobilizing private capital for international investment. During 1957 five U.S. dollar issues of Bank bonds totaling $450,000,000 were marketed—$275,000,000 by public offerings on the U.S. investment market and $175,000,000 of notes denominated in U.S. dollars by placement with the *Deutsche Bundesbank*, the central bank of the Federal Republic of Germany. These sales brought the total of outstanding bonds and notes of the International Bank to over $1,250,000,000 in U.S. and other currencies. Of this amount it is estimated that roughly the equivalent of $675,000,000, or over 50 percent, is held by investors outside the United States.

During 1957 Ghana, Ireland, Saudi Arabia, and the Sudan became members of the Bank, bringing its total membership to 64 and its total subscribed capital to $9,333,400,000.

At its 23d session held in April the Economic and Social Council reviewed the work of the International Bank during the preceding 18 months. The discussion of the Bank's work was, for the most part, complimentary. Satisfaction was expressed by Council members at the increasing proportion of bank loans to Africa and Asia and the Bank's contribution to basic development, especially transport and power. The importance of the Bank's advice and technical assistance was noted and the financing of directly productive projects was cited as evidence of its flexibility of approach to the requirements of its member countries.

INTERNATIONAL MONETARY FUND (IMF)

The objectives of the International Monetary Fund (IMF), as stated in its Articles of Agreement, include promotion of international monetary cooperation, facilitation of expansion and balanced growth of world trade, promotion of foreign exchange stability and of orderly foreign exchange arrangements among its members, and assistance in the establishment of a multilateral system of international payments and in the elimination of foreign exchange restrictions which hamper international trade. During 1957 the Fund continued to work for these objectives. It was, however, a year during which many of its members were subjected to balance-of-payments strains caused by the pressures of continued widespread inflationary conditions. In addition several countries were affected during the course of the year by the balance-of-payments disturbances connected with the Suez conflict—although these turned out in the end to be less serious than they threatened to be initially.

Partly for these reasons 1957 was a year of record activity for the Fund. Drawings by member governments on the resources of the

Fund totaled $977,000,000, compared with $693,000,000 for 1956, previously the highest year. These drawings by 20 member countries brought to $2,886,000,000 the total of drawings on the Fund since its inception. In addition standby agreements with eight member countries totaled $865,000,000 as of December 31, 1957. Under such agreements a member is assured that, during a specified period of time, an agreed amount of resources will be available whenever requested.

These high levels of financial activities during 1956 and 1957 reduced the Fund's "liquid" holdings substantially. Fund holdings of U.S. and Canadian dollars and Deutsche marks—representing Fund holdings of hard currency—fell from $4 billion at the end of 1955 to about $2.6 billion by the end of 1957. However, the revolving character of the Fund's resources is an important factor in maintaining its liquidity. The Fund's holdings of gold and convertible currency will in due course be replenished as repayments are made and will thus be available for further transactions.

As pointed out in the Fund's last annual report, the nature of the Fund's work is such that the volume of its purely financial business does not by itself provide an adequate indication of the measure of its success in performing the functions entrusted to it. Much of its work is concerned with such important questions as par values and alterations in the exchange systems of member countries. For example, pursuant to article XIV of its Articles of Agreement, the Fund during 1957 carried on the sixth series of annual consultations with member countries still imposing exchange restrictions. These consultations again provided the occasion for a general review of the economic and financial conditions in the countries concerned and for emphasis by the Fund on measures which might lead to the relaxation or removal of restrictions.

The Fund also continued to maintain close and active relations with many of its members in the provision of technical assistance. This has been a sphere of increasing Fund activity. The Fund's impartial and expert advice to members is regarded as one of its most important functions.

During 1957 Ghana, Ireland, Saudi Arabia, and the Sudan became members of the Fund, bringing its total membership to 64.

The annual report of the International Monetary Fund was reviewed by the Economic and Social Council at its 23d session which was held in April 1957. Members of the Council generally commented favorably on the Fund's activities, although some underdeveloped countries expressed the hope that the Fund could see its way to give help to underdeveloped countries where development

programs were impeded by fluctuation in the prices of primary commodity exports on which their economies were largely dependent. As the Managing Director pointed out, the Fund is not set up to provide development assistance, *per se;* however, it does make resources available to assist countries in meeting balance-of-payments problems, such as those which might arise from fluctuations in export prices.

INTERNATIONAL PRIVATE INVESTMENT

The Economic and Social Council at its 24th session in the summer of 1957 had before it, as part of the documentation for that session on the question of the financing of economic development, the Secretariat's report on *The International Flow of Private Capital, 1956.* This is an annual report prepared pursuant to a resolution as amended by the ninth General Assembly and consists of a review of developments in the field of governmental measures affecting the flow of capital and a statistical report of such flow. The study pointed out that, in the aggregate, the outflow of private capital in 1956 attained the highest level of the postwar period, rising substantially above that of the preceding several years. In large measure this was due to a striking increase of capital exports by the United States—estimated to total $3 billion in 1956—with the United Kingdom and the Federal Republic of Germany also investing larger amounts abroad. The U.S. representative did, however, speak on this matter emphasizing to Council members again the importance attached by the United States to the role of private investment for economic development. In this connection he reviewed U.S. policies relating to private investment and summarized a recent study by the Department of Commerce which measured, for the first time, the broad effects of U.S. direct investment in Latin America. (The United States mission to the United Nations had previously circulated copies of this study to all permanent delegations of the U.N. members in New York City in order to call attention to the varied economic contributions to Latin America of the operations of U.S. companies.)

The one specific suggestion for possible further U.N. action in the field of private investment that emerged during the discussion in the Council came from the French representative who proposed that the United Nations should consider the possibility of negotiating an international code or charter relating to private investment. He did not, however, introduce a formal proposal to this effect. With respect to the French suggestion the U.S. representative pointed out that, while the United States was in sympathy with its objective and was itself working to achieve the same end of creating a climate conducive

to private investment, the U.S. Government had, in the light of postwar experience, come to the conclusion that it was not practical to negotiate multilateral treaties in this field and that, consequently, it was unlikely that the U.S. Government would be favorably disposed toward participating in negotiations of this character on a multilateral basis. During the 12th session of the General Assembly some discussion took place of the possible contribution of international private investment to the economic development of underdeveloped countries. The U.S. representative, Congressman Walter H. Judd of Minnesota, took the occasion again to review the contributions of American private investment in this field.

Sources of Energy as a Means of Economic Development

At the initiative of the United States the Economic and Social Council at its 21st session in the spring of 1956 requested the Secretary-General to prepare a report on "The Economic Applications of Atomic Energy." At the same session the French introduced an item, which resulted in a request to the Secretary-General, also to prepare a report on "New Sources of Energy, other than the Atom, as a means of Economic Development."

The reports submitted by the Secretary-General were based on replies to questionnaires sent to governments and were considered at the 24th session of the Council in July 1957. The Specialized Agencies, especially UNESCO and the FAO, also assisted in their preparation. Both reports were well balanced, informative documents.

The report on "The Economic Applications of Atomic Energy" took into account the basic importance of energy for economic development, for increasing productivity, and for industrialization. It was pointed out that conventional and nonconventional sources of energy cannot be considered in isolation one from the other in relation to problems of economic development.

Since the regional economic commissions of the Economic and Social Council had also displayed an interest in the economic applications of atomic energy, the Council requested the Secretary-General to transmit his report to the three regional economic commissions and also to the interested Specialized Agencies for their consideration and comment as appropriate.

As the International Atomic Energy Agency was about to come into existence, the Secretary-General was also requested to transmit this report to that Agency for examination and comment. The United Nations will continue to have a general interest in economic development of underdeveloped countries, and, therefore, the Secre-

tary-General will review, in consultation with the appropriate Specialized Agencies and IAEA, the work being done in the field of energy resources, including technical assistance activities, and will submit a report to the 27th session of the Council, making such recommendations as he considers appropriate.

In the meantime member governments were invited to make the fullest possible use of U.N. facilities, including those of the Expanded Technical Assistance Program, for the training of scientific and technical personnel in the fields of the peaceful applications of atomic energy.

The report of the Secretary-General on new sources of energy other than the atom noted that further developments of a technical nature were necessary to bring about their wider economic application. The Secretary-General was, therefore, requested to transmit his report to the Specialized Agencies, particularly UNESCO and the FAO, and to appropriate nongovernmental organizations in consultative status with the United Nations to encourage the scientific and technological studies which would lead to the wider economic applications, especially solar and wind energy.

On the urging of the French the Secretary-General is also to prepare for the 27th session of the Council, and in collaboration with UNESCO and FAO, a progress report of developments in these fields. Furthermore, he is requested to draw up recommendations regarding the agenda for an international conference on new sources of energy and their economic applications to be convened as early as feasible thereafter. The United States abstained on this latter recommendation in the belief that the technological developments were not advanced enough to warrant the calling of an international conference on this subject.

Food and Agriculture

The food and agricultural trends of recent years have required governments to pay increased attention to their policies relating to agricultural production, distribution, and consumption. Special measures relating to food and agriculture were considered in FAO, the Specialized Agency set up by governments for these matters. The Economic and Social Council and its subsidiary bodies also of necessity considered the role of agriculture in relation to the total economic situation.

The place of agriculture in the overall economic picture was reviewed in the annual world and regional economic surveys prepared by the U.N. Secretariat referred to above. (See *supra*, pp. 118, 122–125.) These reports noted, among other things, that the increase in agri-

cultural production generally lagged behind the increase in industrial output during 1956 and early 1957. They also noted that demand for commodities is of particular concern to countries depending on primary commodities.

During the discussion of the world economic situation in the Economic and Social Council there was recognition that an increase in agricultural production and productivity was an essential condition for healthy economic growth. It was emphasized that fluctuations in the prices of raw materials continued to be one of the most difficult of international problems and a number of countries referred again to the need for orderly disposal of surplus agricultural commodities. The possible impact of the European Common Market on the export opportunities of major agricultural producing countries was the subject of considerable discussion both in the Council and the General Assembly. The section of this report on International Trade and Commodity Problems (see *supra*, pp. 126, 128–131) sets forth in greater detail the discussion and actions in the United Nations on problems of food and agriculture.

During 1957 the Economic and Social Council considered also two specific aspects of food and agricultural policy, a world food reserve and land reform. The question of world food reserves had been raised in the Economic and Social Council and in the General Assembly as a matter of fundamental concern to members of the United Nations in relation to measures for international emergency relief. The question of land reform had been raised in relation to general problems of economic development.

WORLD FOOD RESERVE

The question of the establishment of a world food reserve has been before the General Assembly and the Economic and Social Council on a number of occasions during the past few years. At its 11th session the General Assembly had called upon the Secretary-General to examine further the practical possibilities of implementing various proposals previously made with respect to the establishment of world food reserves and in this connection to consider the desirability of establishing a formal interagency working party of the United Nations and the competent Specialized Agencies. The Secretary-General was against the establishment at this time of such a formal working group. He indicated his intention to rely on informal consultations for continuing study of this question. This view was upheld by the Council at its 24th session, in which the United States concurred. During the Council's discussion of this problem representatives of Pakistan, Yugoslavia, Finland, and Egypt again strongly supported

the proposal to establish a world food reserve. The United States, which had previously taken the initiative at the General Assembly to focus attention on the possibilities of establishing national food reserves as a more practicable approach to the problem of food shortages, used the occasion to give data on the extent to which the United States has utilized surplus agricultural products for assisting countries confronted with food scarcities. The Economic and Social Council decided to place the question of world food reserves on the agenda for its 26th session in 1958.

The FAO Conference in November agreed also that world food reserves were not practicable but endorsed instead the setting up of national food reserves, and the FAO Committee on Commodity Problems has set up a working party on national food reserves which is studying practical methods of implementation.

LAND REFORM

The 23d session of the Economic and Social Council in the spring of 1957 had before it the Secretary-General's "Second Report on Progress in Land Reform" prepared in cooperation with FAO, the International Labor Organization (ILO), and UNESCO on trends and developments in some 30 countries members of the United Nations and the Specialized Agencies that had responded to a comprehensive questionnaire. Commenting on the most significant of the trends brought out in the report, the U.S. delegate to the Council urged countries to keep in mind certain fundamental points which, to the United States, are essential to sound land reform—namely, the people of the country must want the land reform program and develop it themselves and such a program must help the farmer to help himself. The United Nations and Specialized Agencies can render great assistance to countries which wish their help, but, our delegate pointed out, there is no formula that can be applied universally. Land reform programs will be most effective if they are related to complementary programs in economic development. The U.S. delegate concluded by reminding the Council that "farm and home ownership in any nation makes for stability of government. It also makes for world peace. A nation of home owners, operating under a democratic system of government, will be the last in the world to start aggressive war."

The Council adopted a resolution on land reform jointly sponsored by the delegations of Argentina, Egypt, Indonesia, Mexico, Poland, and the United States which reaffirmed the objectives of earlier Council resolutions. The Council also invited FAO to assume special responsibility in association with the Secretary-General, the ILO, and

other Specialized Agencies to make further studies on specific land reforms and to develop a further comprehensive and analytical report on trends and achievements in land reforms for the Council's consideration in 1961 or 1962.

Responding to this invitation the FAO Conference held in Rome late in 1957 reaffirmed the importance of "agrarian reform" as defined in its earlier resolutions and agreed to take the lead in preparing the reports requested by the U.N. Economic and Social Council. The FAO Conference also adopted a program of work designed to carry forward a number of technical studies and projects concerned with "agrarian reform" and cooperatives with particular reference to agricultural productivity.

WORK OF THE FOOD AND AGRICULTURE ORGANIZATION (FAO)

FAO's annual survey "State of Food and Agriculture—1957" is a comprehensive and authoritative review of food and agricultural production, distribution, and trade with a comparative analysis of trends. This survey is an important contribution to international cooperation in food and agriculture, for it is only on the basis of facts and objective analysis that governments may determine what policies may be necessary to bring about improvements. According to this report there was a steady expansion of world agricultural production and trade in 1956/57. Food production as well as agricultural production generally had increased at the rate of about 3 percent annually, or more than 1 percent faster than the growth in world population. Contrary to the early postwar trend, food production has increased more quickly in the less developed regions than in other areas. Thus, in comparison with the average for 1948/52, preliminary estimates for 1956/57 showed a rise of 20 percent in net food output for the less developed countries (in the Far East, Near East, Africa, Latin America) and 15 percent for the more developed regions (North America, Western Europe, and Oceania). This increase in the less developed countries has not, however, offset the deficiencies in diet in these regions. Even though the threat of widespread actual famine has receded, inadequate and unbalanced diets are still the common lot of more than half the world's populations. During this same 1956/57 period the most striking feature of international trade in agricultural products was an increase of some 30 percent in the volume of exports from North America compared with the preceding year. This reflected on one hand an intensification of surplus disposal operations in the United States and on the other an increased import demand in Western Europe and the Far East. Thus the problems remained essentially the same as those of other recent years—to raise the nutri-

tional level of at least half of the world's populations; to increase international trade in food and agricultural products at prices which will adequately compensate the producer and, at the same time, enable potential consumers to buy; and generally to improve the welfare of rural populations upon whom urban and rural consumers alike are dependent for their food supply.

The Conference of the FAO, which is composed of representatives from all FAO member countries, held its biennial session in November 1957 in Rome and addressed itself to these problems by approving a series of recommendations to governments on food and agricultural policies and by adopting a program of work and budget for the biennium 1958/59. At this session the Conference readmitted Poland and admitted Ghana and the Federation of Malaya as new members, thus raising FAO's total membership to 77.

Secretary of Agriculture Benson, returning from a foreign tour in the interest of the U.S. agricultural export program, made a major address to the FAO Conference in Rome. Commenting on the world food and agricultural position and on the problem of surplus disposal in general, he stated ". . . Our abundant production is moving into consumption both at home and abroad. . . . The concept of U.S. farmers' sharing in the world market is ingrained in the economic thinking of rural America, and it is U.S. policy to help our farmers maintain their fair share. . . . I am thankful that our problem is one of surplus instead of shortage."

A few examples illustrate some of FAO's activities in fulfillment of its objectives. In cooperation with the Office of Epizootics (OIE) in Paris FAO issued in 1957 the first tabulation ever made of the incidence of animal diseases, containing reports from over 80 countries and territories on about 100 animal diseases. This report, which will be compiled annually in the future, is an essential contribution toward the worldwide fight against devastating livestock and poultry diseases. The first map of African grasslands was prepared as part of a project to map the world's grasslands. Plans for the 1960 World Census of Agriculture were completed in 1957 by FAO working closely with the United Nations and with major nongovernmental statistical organizations. Three volumes were issued by FAO analyzing results of the 1950 World Census of Agriculture in which 102 countries and territories participated. The Ford Foundation has made available $300,000 for 3 years to support the activities of the United Nations and FAO in assisting governments in Asia and the Far East in their censuses of population, including housing and agriculture.

The FAO fishery reports are filling a need in the technical information field. *Fishing Boats of the World* now is in its second edition.

Modern Fishing Gear, to be published soon, is expected to be an equally valuable contribution. FAO experts assisted Brazil and India to organize research programs related to fish processing and provided technical advice to Burma, Ceylon, French Equatorial Africa, India, New Zealand, Nyasaland, Pakistan, the Philippines, the Sudan, and Uganda on fresh fish handling, on methods of salting, smoking, drying, canning, and freezing, and on the establishment and operation of fish markets.

FAO has also emphasized the development of sound national forest policies. In 1956/57 the Organization assisted the Governments of Brazil, Chile, Ethiopia, Indonesia, Iraq, Iran, Libya, Mexico, Paraguay, and Turkey to develop basic forestry policies. The FAO Conference accepted the invitation of the U.S. Government to hold the 5th World Forestry Congress in the United States in 1960, an invitation made possible through the generosity of the University of Washington at Seattle.

Following the significant reports of the joint FAO/WHO Committee on Protein Malnutrition and related surveys and reports by other governmental and nongovernmental bodies there has been an increasing demand for assistance by FAO in the development of protein-rich foods. Studies under FAO's sponsorship are under way, for example, on the acceptability of fish flour for human consumption in India and of processing methods for utilization of peanut presscakes in Africa. Assistance in home economics is being greatly increased as more governments are becoming aware of the importance of this field of work in relation to raising nutrition and family living levels. FAO in 1957 assisted the governments of Burma, India, Indonesia, Malaya, and Thailand to improve their home economics services.

Reports on plant pests and diseases are published in the monthly *FAO Plant Protection Bulletin* and in 1957 a new edition of *Digest of Plant Quarantine Regulations* was issued. The Senate Foreign Relations Committee held hearings on the proposal for U.S. adherence to the FAO International Plant Protection Convention, but no action has been reported.

The United States supports FAO as an important forum for consideration of international food and agricultural policies, as a center for collection and distribution of scientific, statistical, and economic information, and as an agency for providing technical assistance in all fields of food and agriculture, especially to underdeveloped countries. The objective of the United States in FAO has been to strengthen the statistical reporting and technical information services of the Organization, to develop a better understanding of U.S. domestic and inter-

national agricultural policies, including surplus disposal operations, and to stimulate a greater appreciation of the importance of improvements in agricultural productivity and marketing and of the need for measures to raise levels of nutrition.

Transport and Communications

During 1957 the United States participated in important activities of international bodies in the transport and communications field. The eighth session of the Transport and Communications Commission submitted to its parent body, the U.N. Economic and Social Council, a variety of recommendations on inland transport and on maritime and tourism matters. These were subsequently approved by the Council at its 23d session in the spring of 1957. The International Civil Aviation Organization, a Specialized Agency, gave special attention to air navigation problems and to improving facilities which will be required to accommodate the new commercial jet aircraft. In the International Telecommunication Union, another Specialized Agency, important work continued on the use and control of radio frequencies, and preparations were in progress for major international conferences to be held in 1959. Ninety-six members participated in the 14th Congress of the Universal Postal Union which convenes every 5 years. Additional acceptances made it appear certain that the Intergovernmental Maritime Consultative Organization would be established in 1958 as an 11th Specialized Agency, to be coordinated through the U.N. Economic and Social Council.

THE TRANSPORT AND COMMUNICATIONS COMMISSION

The Transport and Communications Commission, a functional commission of the U.N. Economic and Social Council, held its eighth session at New York in January 1957. In addition to the delegations of the 15 member countries, an observer from Sweden, representatives of 6 Specialized Agencies, and representatives of 7 nongovernmental organizations were present.

The Commission considered reports by the Secretariat on progress in various fields since the seventh session of the Commission in 1955. On the subject of inland transport the Commission noted reports on regional developments in the field of inland transport and the progress in establishing a uniform system of road signs and signals. Communications from the Secretariat on the pollution of sea water, on transport statistics, and on discrimination in transport insurance were also considered. The Commission examined reports on technical

assistance and other activities of the Specialized Agencies in the field of transport and communications.

It was recommended that a committee of experts be appointed to examine the problem of developing a uniform system of maritime tonnage measurement and to report to the Commission at its ninth session. The Commission discussed various pending international conventions in the field of inland transport and urged all signatory governments which had not yet ratified the conventions to do so at an early date. The Commission unanimously adopted a resolution introduced by the U.S. delegate recommending that further consideration be given to the establishment of standards of mental and physical fitness for the issuance of drivers' licenses. In addition the Commission recommended the recognition in international motor travel of any valid domestic driving permit when used with either an international driving permit or an official translation attached to domestic permits to meet language requirements.

The Commission reviewed a lengthy report from the Secretariat summarizing recent developments in international travel in many countries and called for continued efforts on the part of member governments, the United Nations, and the Specialized Agencies to encourage and support international travel and tourism. To this end the Commission reaffirmed its endorsement of regional efforts to simplify passport and frontier formalities. The Commission recommended the establishment of a permanent group of experts to continue the study of problems incident to the transport of dangerous goods and agreed that the group should be maintained by the governments in the event that the Economic and Social Council declined to authorize its continuance at U.N. expense.

The Commission examined a regional study of ocean freight rates prepared by the Economic Commission for Asia and the Far East, agreeing that port delays contributed to increases in freight rates and that efforts should be made to improve berthing and cargo handling capabilities.

The recommendations of the Transport and Communications Commission were approved by the Economic and Social Council at its 23d session in April 1957.

INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)

The United States is one of the 72 countries which are now members of the International Civil Aviation Organization (ICAO). Ghana and Tunisia joined the Organization in 1957. ICAO's work in 1957 was focused on the revision of its recommendations for international air navigation in order to meet the needs of turbo-jet aircraft.

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The ICAO Jet Operations Requirements Panel, consisting of aviation experts from 12 countries assisted by representatives of jet aircraft manufacturers and engine builders, issued a report in 1957 covering its three rather intensive meetings. The report covers the operations requirements of civil jet aircraft for airport facilities, air traffic services, meteorological services, communications and navigational aids. The United States is the major contributor to the work of the panel, and most of the report is in accord with the U.S. position.

In 1957 ICAO took an important step to improve aeronautical communications across the North Atlantic. As proposed by the United States the countries whose aircraft fly over the North Atlantic agreed at the ICAO Special North Atlantic Fixed Services Meeting in January 1957 that a new communications network using a new radio technique known as "Forward Propagation by Ionospheric Scatter" was required for effective air traffic control. As a result of this meeting forward scatter stations will be provided in Canada, Greenland, and Iceland, and a new submarine cable necessary to the new technique will be laid between Iceland and Scotland. The United States has agreed to participate in the joint financing with the other user nations of the radio stations in Greenland and Iceland and the Icelandic half of the cable.

A meeting of ICAO's Aerodromes, Air Routes and Ground Aids Division held in March and April 1957 prepared recommendations and guidance material designed to make international airports safer for both conventional piston-engined aircraft and turbine-engined aircraft. In line with the U.S. position the meeting found that existing ICAO standards and recommended practices are suitable for most airports but that certain special measures are necessary for airports with heavy traffic or which are intended to accommodate jet aircraft.

A meeting of the ICAO Communications Division, held in September and October agreed that practical experience gained in recent years called for amendment of the procedures to be used in the air-ground radiotelephony network. The division developed international procedures for the use of SELCAL, a new automatic selective calling device which makes it unnecessary for a pilot to keep a constant watch on a communications channel. New procedures for the relaying of aeronautical distress messages by radiotelephony were also developed, but they will have to be coordinated in the International Telecommunication Union before they can be applied. Attention was focused on the importance of periodic ground and flight testing of air navigation aids. The United States supported all these actions.

The United States, however, was unsuccessful in its proposal to amend the existing and now obsolete distance measuring equipment (DME) specifications to make them compatible with newer types.

Instead, it was agreed that a special ICAO meeting be called to review the situation on short distance air navigation aids in relation to the air navigation system as a whole. The United States at this meeting will be confronted with the task of demonstrating that, for civil aviation with new high speed aircraft flying in an increasingly dense traffic pattern, a new device (a combination of VOR and TACAN-compatible DME) offers the best solution immediately available to the problem of short distance aids.

A 4-week Regional Air Navigation Meeting held by ICAO at São Paulo, Brazil, in the fall of 1957 made a technical reassessment of the operational requirements of the South American and South Atlantic flight regions, taking into account new types of turbine aircraft and the need for expediting an increased flow of air traffic. The recommendations of this meeting were in accord with U.S. views with the exception of recommendations on altimeter setting procedures which the United States will oppose when they are considered in the ICAO Air Navigation Commission and the ICAO Council.

INTERNATIONAL TELECOMMUNICATION UNION (ITU)

During 1957 the activities of the International Telecommunication Union (ITU) accelerated as preparations were begun by the ITU secretariat and the member countries for four international conferences: the International Telegraph and Telephone Conference in the fall of 1958, the International Radio and Plenipotentiary Conferences, and the International Radio Consultative Committee (CCIR) Plenary Assembly, all in 1959.

These conferences were scheduled by the 12th session of the Administrative Council of ITU held April 29 to May 25, 1957. The Council also adopted a new salary scale for ITU staff, with the ultimate aim of aligning it to the common system of the United Nations and other Specialized Agencies. The Council was also able to maintain the contributions from members at the same level as in previous years in spite of increased expenses.

The International Frequency Registration Board (IFRB) began a review of the Radio Frequency Record on July 1, 1957. The final adjustment period for moving operations into the frequency bands agreed at Atlantic City in 1947 will end March 31, 1958. During this time all member nations are supposed to move out-of-band operations into the new agreed-to band. The Board is preparing proposals to present at the radio conference. It has completed preparation of an international high frequency broadcasting plan. It has published two volumes of the fourth edition of the Radio Frequency Record containing 2,650 pages and approximately 200,000 entries.

In December 1956 the International Telephone Consultative Committee (CCIF) and the International Telegraph Consultative Committee (CCIT) were consolidated into a single committee, the International Telegraph and Telephone Consultative Committee (CCITT), in order to increase their efficiency and effectiveness. The CCITT elected a new director—a French national. The newly constituted organ, while overcoming the normal administrative difficulties resulting from the merger, at the same time proceeded in 1957 to hold the study group meetings that had been scheduled by its first plenary Assembly in December 1956 and to deal with the studies and work programs assigned them. The CCITT further formulated final recommendations for approval by the special CCITT Assembly in September 1958 and for consideration by the Telegraph and Telephone Conference immediately following.

The International Radio Consultative Committee (CCIR), through its fourteen study groups dealing with different technical questions, gave its primary attention to organizing and pursuing the study of the questions formulated and the study programs set up by its eighth plenary Assembly at Warsaw in 1956. In organizing their work programs the study groups, working with the CCIR director, are preparing the material for their meetings in 1958 which are expected to produce firm recommendations for the ninth plenary Assembly in the United States in April 1959. The CCIR also has an especially heavy program of work in this interim period between assemblies in order to have ready firm conclusions on technical radio problems for the guidance of the radio conference and for possible inclusion in the radio regulations. It has also geared its activities to be of utmost assistance in regional telecommunication projects, particularly the proposed European Regional Broadcasting Conference to allocate television and broadcasting frequencies in Europe, and has also given assistance and advice as required to the responsible officials of the International Geophysical Year. Both the CCIR and the CCITT have continued their work on the interconnection program for the Mediterranean Basin, the Middle East, and South Asia.

A Maritime Very High Frequency (VHF) Radio Telephone Conference for the Baltic and North Sea Region (including the U.S.S.R.) was held at The Hague in January 1957. The conference established a minimum number of frequencies on which international agreement was obtained for the maritime VHF telephone services and standardized international rules of procedure for establishing contact for these services.

Fourteen countries, including the United States, and six international organizations sent representatives to the conference. The resulting agreement, effective October 1, 1957, was signed without

reservation by all countries attending except the United States and Italy, since they are not geographically located in the Baltic–North Sea Region. The frequency allocation table, drawn up and approved by the conference for the International Maritime Mobile Radio Telephone Service, has been forwarded to the ITU which circulated it to all its members and associate members. The ITU has continued its cooperation with the United Nations and the Specialized Agencies, particularly UNESCO, ICAO, the World Meteorological Organization (WMO), and the World Health Organization (WHO). It continued its active interest in the U.N. Expanded Program of Technical Assistance. During 1957 an increased number of countries included telecommunications projects in their programs either for experts or for fellows and scholars. Of particular interest is the regional project begun at the request of the U.N. Economic Commission for Asia and the Far East for a survey to determine the telecommunications needs of the countries of the Far East. Preparatory work has been begun and will be continued throughout 1958 with the CCITT and the CCIR taking an important part.

UNIVERSAL POSTAL UNION (UPU)

In 1957 the United States continued its close cooperation with other members of the Executive and Liaison Committee of the Universal Postal Union (UPU) in carrying out the responsibilities of that committee. In addition to acting as supervisory authority over the activities of the Union, the committee considered and approved various proposals for submission to the UPU 14th Congress. Among these were proposals presented by other Specialized Agencies of the United Nations such as UNESCO and WHO. Representatives of these and other Specialized Agencies were present as observers at the 1957 meeting of the UPU Executive and Liaison Committee held in Lausanne, Switzerland, from April 1 to April 12, 1957.

The chief of the U.S. delegation at the 14th Congress of the UPU was E. George Siedle, Assistant Postmaster General. The Congress was held in Ottawa, Canada, from August 14 to September 27, 1957. Ninety-six members of the Union took part in the Congress which convenes every 5 years. In pursuing the objective of the UPU, which is to facilitate the exchange of postal communications, the Congress considered numerous proposals to amend the Convention and Agreements of the Union.

Of particular interest is the creation by the Congress of a new permanent committee of the Universal Postal Union known as the Consultative Committee on Postal Studies. Its purpose is to conduct studies and advise members of the UPU on technical, operational, and

economic problems of interest to the postal service. An Administrative Council of 20 members was constituted to direct and coordinate the work of the new committee. The United States was elected chairman of the Administrative Council.

The Administrative Council in carrying on its work should make an important contribution to the continuing efforts of the Universal Postal Union to improve and facilitate postal communication.

INTERGOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION (IMCO)

The convention providing for the establishment of the Intergovernmental Maritime Consultative Organization (IMCO) was ratified by the United States as of August 17, 1950. By December 31, 1957, it had been accepted by 20 countries. Twenty-one acceptances are required to bring the convention into force. Unless a 21st acceptance, recently received by the United Nations from Turkey, is rejected because of a reservation with which it is coupled IMCO will be established during 1958. The organization will then assume responsibility for a number of important matters in the field of international shipping, including the 1948 Convention on Safety of Life at Sea. The United States desires to see that convention amended promptly to correct inadequacies which were brought out during the investigation of the "Andrea Doria–Stockholm" disaster. The United States will be represented in IMCO's Assembly, its Council, and its Maritime Safety Committee and will play a leading part in the affairs of the organization as is appropriate for the country with the world's greatest tonnage of merchant shipping.

WORLD METEOROLOGICAL ORGANIZATION (WMO)

The United States continued its usual active part in the work of the World Meteorological Organization during 1957. The United States was represented at all of the sessions. In addition a large variety of working groups on specific technical matters continued their functions, and the United States has been directly involved in much of this work.

The presidency of the WMO is no longer held by a United States citizen. However, the chief of the U.S. Weather Bureau, Dr. F. W. Reichelderfer, continues to be a member of the Executive Committee of the World Meteorological Congress. This committee provides executive leadership between sessions of the Congress. The committee met during October 1957 to consider reports of subordinate constituent bodies and to establish programs and policy for the ensuing year. The major technical accomplishment was in connection with

coordination of meteorological participation in the International Geophysical Year. Although there are separate organizations in existence for promotion of IGY interests, the national implementation of IGY programs follows insofar as possible the WMO procedures and practices for observation, compilation, and publication. The United States has established and operates one of the two world meteorological data collection centers and also contributes copies of its IGY observational information to the data collection center at the headquarters of the WMO in Geneva.

The Regional Association for South America met in Caracas, Venezuela, during December 1957. The United States does not hold membership in that association because of its geographical limitations, but nevertheless the proximity of North America to the region made it desirable for the United States to provide observer representation. Major items of interest to the United States which the association handled were the distribution of observation stations, the technical procedures used, and the interchange of data both within the region and between regions.

Four of the WMO Technical Commissions met during the year. These commissions are composed of specialists from member governments and deal with particular problems. The United States provided host country facilities for the Commission for Climatology during January 1957. This commission is particularly concerned with the preservation of data for future use, the preparation of climatological atlases, and standardization of data processing systems.

The Commissions for Instruments and Methods of Observation and for Aerology met jointly in Paris in June and July. Major problems discussed were comparisons of types of instruments used in different countries for similar purposes, evaluation of instrumental errors, specifications for automatic weather stations which can be used at remote locations, standardization of observational and theoretical definitions, modification and control of clouds and hydrometeors, the jet stream, tropopause, and IGY observations.

The Commission for Bibliography and Publications also met in Paris in November. Its major accomplishments were the completion of a draft international meteorological vocabulary and the continuation of work on a provisional world meteorological bibliography.

As a result of growing WMO participation in the Expanded Program of Technical Assistance the United States was called upon to provide training facilities for nine fellowships during the year. Training was provided in such areas as aviation and hurricane forecasting, observations, climatology, and publications. The WMO Secretariat continued publication of a relatively new series called "WMO Technical Notes," including numerous contributions by American authors.

With the next WMO Congress scheduled for the spring of 1959 preparatory activity is increasing in all of the working groups and constituent bodies and in the focusing of the U.S. effort toward leadership in that session of the Congress.

International Labor Organization (ILO)

The International Labor Organization (ILO) was established in 1919 by the Treaty of Versailles. Its objectives are to improve labor conditions and to raise living standards. The United States has supported these objectives as low standards in other parts of the world inhibit the achievement of higher standards in the United States and even present a continuing threat to standards already achieved. ILO is unique as a Specialized Agency in that its composition is tripartite. It brings together on an equal basis representatives of governments, labor, and management to consider such subjects as wages, hours of work, minimum age for employment, conditions of work for various classes of workers, workman's compensation, industrial safety, and related problems. The Organization carries on educational activities, publishes periodicals, makes special studies and reports, and provides advisory services to member governments when so requested. For some time ILO has pursued its goals through the formulation of international conventions and recommendations which are submitted to member states for appropriate action; however, in recent years it has directed an increasing share of its efforts and resources toward practical programs such as technical assistance activities and has continued its long-standing practice of responding to members' requests for technical missions.

The ILO in 1957 continued its cooperation with the United Nations and other Specialized Agencies. For example, the United Nations, FAO, the World Health Organization (WHO), and UNESCO jointly with ILO provided assistance in improving living and working standards of indigenous populations of the Andean High Plateau. A joint ILO–WHO Committee on Occupational Health met in Geneva in March, and cooperation was obtained from the U.N., FAO, WHO, and UNESCO in framing the recommendation on standards for the Convention on the Protection and Integration of Indigenous Populations mentioned below.

The number of member countries increased during the year to a total of 79 with the admission of Ghana and the Federation of Malaya and the readmission of Nicaragua which had been a member of the Organization from 1919 to 1938.

Mr. David A. Morse, who has served as the ILO Director General for the past 10 years, was reelected to another term of 5 years.

Interest in atomic radiation continued from the previous year and a Meeting of Experts convened in November to discuss measures to protect workers from the dangers from this source. Further discussions on this subject will take place during 1958.

Other special meetings took place to take up specific problems. The sixth session of the Inland Transportation Committee met in Hamburg in March and took up questions of turn-around time in ports and traffic safety on highways. In this connection efficiency of operation, labor management relations, and freedom of organization of workers and employers in these related industries were stressed. The Advisory Committee on Salaried Employees and Professional Workers at its fourth session at Geneva in April considered problems pertaining to nonmanual workers, collective bargaining, and working conditions of technical and supervisory staffs in industry, excluding management. The effects of automation were studied by the Metal Trades Committee at its sixth session in May, as well as safety and health problems and the reduction of hours of work in those industries. An International Standard Classification of Occupations was endorsed by the Ninth International Conference of Labor Statisticians in Geneva in April, and the Iron and Steel Committee, meeting at Monterey, Mexico, in October, adopted a resolution concerning safety and a memorandum regarding conditions of work and social problems in the industry. The Technical Committee on Mines Other Than Coal Mines adopted several resolutions dealing with technical subjects at its meeting in Geneva in December.

The spring meeting of the ILO Governing Body in Geneva adopted broad lines for future ILO action in the field of labor-management relations and passed a budget of $7,972,901 for 1958 which was subsequently approved by the 40th ILO Conference. The autumn meeting of the Governing Body created a new Committee on Forced Labor to continue the work of the *ad hoc* Committee on Forced Labor.

The annual Conference, which met in its 40th session in June in Geneva, approved three conventions and related recommendations and resolutions on (1) Abolishment of Forced Labor, (2) Protection and Integration of Indigenous and Other Tribal and Semi-Tribal Populations in Independent Countries, and (3) Weekly Rest in Commerce and Offices. The Convention on Forced Labor was the result of 10 years of activity in this field. In addition the Conference took a stand in the Hungarian situation by refusing to seat that country's employer and worker delegations and adopted a number of resolutions on subjects that were not on the agenda.

The Fourth Asian Regional Conference held in New Delhi in November adopted a report on labor-management relations and called for more ILO technical assistance to Asian countries to raise their productivity. It also took up social and economic problems of small and handicraft industries.

The continuance and extention of technical assistance and the training of manpower in the underdeveloped countries was most evident during 1957. No less than 55 countries or territories received assistance from the ILO. Thirty-five percent of the ILO's resources for this purpose were spent, however, in the Asian region. The 1957 program in this area provided 96 experts and 85 long-term fellowships.

About one-half of the assistance given by the ILO related to manpower organization, particularly the improvement of vocational training. Workers' education was emphasized and a resolution was passed at the 40th Conference expressing the hope that the ILO would expand its work in this field.

Technical Assistance

The United Nations Expanded Program of Technical Assistance in 1957 operated at approximately the same level as that of 1956, when an all-time high was reached in the amount of technical assistance rendered under the program. As of mid-November 1957, 2,339 fellowships had been awarded, 2,367 experts had been sent to the field, and $2,172,000 worth of equipment supplied. In this respect it is noted that full implementation of the 1958 program as planned calls for an increase of 450 experts, a drop of 300 fellowships, and the provision of equipment at approximately one-half the 1957 level.

FINANCE AND ADMINISTRATION

In October 1957 the Technical Assistance Conference held its 8th annual meeting at the United Nations Headquarters in New York. Twenty-one governments increased their pledges over the amount contributed the previous year. As of December 31, 1957, 87 governments (exclusive of the United States) had pledged $15,733,653 to the program for the calendar year 1958—an increase over April 1956 of $455,018. The United States pledged $15,500,000, the same amount as in the preceding year. The U.S. pledge, however, is subject to the limitation that its contribution will not exceed 45 percent of total contributions.

Allocations in 1958 to the various Specialized Agencies participating in the Expanded Technical Assistance Program recommended by the

Technical Assistance Committee and confirmed by the 12th General Assembly are as follows:

	U.S. dollar equivalent
UNTAA	$6, 530, 000
ILO	3, 226, 000
FAO	8, 085, 000
UNESCO	4, 532, 000
ICAO	1, 240, 000
WHO	5, 462, 000
ITU	323, 000
WMO	345, 000
Total	$29, 743, 000

In addition the General Assembly concurred in the Technical Assistance Committee's decision to allocate to the participating organizations undistributed funds of $180,822 not included in the above total of $29,743,000.

The first change since the initiation of the Expanded Program in the composition of the Technical Assistance Committee, the intergovernmental body primarily responsible for guiding the policies and operations of the program, took place in May 1957. At that time the Economic and Social Council increased the membership of the committee to 24—6 members to be elected by the Council from among states members of the United Nations or the Specialized Agencies were added to the 18 members which are automatically members of the committee by virtue of their membership on the Council. This action recognized the broad interest of U.N. members in the program and was taken with the desire to benefit from the experience of non-Council members in technical assistance matters.

At the meetings of the Technical Assistance Committee in the summer of 1957 several important resolutions were passed. These were subsequently adopted by the 24th session of the Economic and Social Council. The United States introduced a resolution encouraging member countries to supplement assistance financed from the program's central account with assistance to be reimbursed by the recipient country. The Economic and Social Council passed a resolution asking the Technical Assistance Board in consultation with its participating organizations and with recipient governments to examine this matter.

Because of the importance attributed by the United States to the coordination of bilateral and multilateral assistance programs, the United States lent strong support to a resolution requesting recipient governments to continue their efforts to coordinate their requests for technical assistance. Coordination was regarded as essential not only

to the avoidance of overlapping or duplication but as a positive matter of cooperation for the best use of limited resources.

The United States sponsored a resolution endorsing the efforts of the Technical Assistance Board to make the most efficient use of the resources of the Expanded Program by giving priority to most urgent requirements. This resolution recognized the special needs of newly independent countries and those in a crucial stage of economic development.

The Economic and Social Council at its 24th session concurred in the conclusions of a study by the Technical Assistance Board, "A Forward Look," to the effect that the needs of underdeveloped countries and territories for technical assistance far exceeded current resources. Participating governments were called upon to give consideration to the possibility of increasing the financial resources of the Expanded Program.

At the meetings of the Technical Assistance Committee in November–December 1957 the committee gave particular attention to the question of the allocation of the Expanded Program's overhead costs between the program's budget and those of the participating organizations. The United States supported the development of a more efficient method of allocating such costs, to be examined further at the summer session of the committee in 1958.

EXAMPLES OF PROGRAM ACHIEVEMENTS

During the calendar year 1957 the program encompassed a wide variety of technical assistance projects, both country and regional. Recipient countries and territories numbered 93. As in 1956 priority was devoted to development in the fields of agriculture, public health, industrial development, public utilities, education, public administration, and resources surveys. At the same time assistance was also extended in such fields as labor productivity, civil aviation, telecommunications, and meteorology. Much of the assistance provided in 1957 was in connection with long-term projects, mainly in agricultural or related fields. The largest sum was spent in South Asia and the Far East, with Latin America, the Middle East, Africa, and Europe following in that order. The following examples illustrate what the program has accomplished and is accomplishing in various parts of the world.

Mekong River Development

The development of the water resources of the lower Mekong River Basin in Southeast Asia may well prove to be one of the most important projects to which technical assistance has been contributed

by the Expanded Program. This regional project holds considerable promise for the 17 million people living in the area—the people of Cambodia, Laos, Thailand, and Viet-Nam. The Mekong is one of the major rivers of the world. Its length is 2,600 miles and the drainage area in which the United Nations has focused its attention amounts to 235,000 square miles, equaling the combined size of California and Utah. A United Nations Technical Assistance Administration (UNTAA) survey mission, comprised of 6 experts headed by Gen. Raymond A. Wheeler, USA (ret.) and financed by a special allocation by the executive chairman of the Technical Assistance Board, spent 6 weeks in the lower Mekong River Basin region starting in late 1957 and drew up a specific program of studies and investigations required for planning the comprehensive development of the lower Mekong River. The successful conclusion of the overall project, which may take many years, aside from contributing to the economy of the four countries involved may serve to bring them closer together politically.

Opium Control in Iran

Late in 1955 the Iranian Government banned the production of opium and forbade opium smoking. Effective enforcement of this law presented difficult problems and Iran requested technical assistance to help solve them. Three U.N. agencies have cooperated in this project. The U.N. Technical Assistance Administration (UNTAA) provided an adviser on administration of the law, and an expert on curing drug addiction was appointed by the World Health Organization (WHO). The Food and Agriculture Organization (FAO), using U.N. technical assistance funds, made a survey to find out what crops could be substituted for the opium poppy and suggested to the Government of Iran alternatives such as sugar beet production. The adviser on administration has made a series of recommendations for changes in the law as well as in the administrative setup. The U.S. International Cooperation Administration (ICA) also supplied technical assistance for this program. Its program for narcotics control is aimed at the establishment of a single centralized enforcement agency with overall responsibility for the entire antinarcotic program of the Government of Iran. ICA is supplying equipment for demonstration and training purposes and conducting training classes for officers.

Iran has had phenomenal success with its campaign. Cultivation of the opium poppy, once important in agriculture, has ended, and opium smoking is rare. Most of the former addicts have been cured at government hospitals and clinics. The expert advice supplied

under technical assistance played an important part in largely ridding Iran of opium addiction.

Public Health in El Salvador

Following a WHO survey in 1950–51 of the San Andres area in El Salvador, which contains 75 percent of the sugar plantations and 10 percent of the cotton plantations in the country, a health demonstration unit was established which has resulted in a network of basic health services throughout the area. These services are carried out through the central office in Quezaltepeque and a system of health units and rural health posts. The services include medical care, maternal and child health, and communicable disease control. An extensive program of environmental sanitation has been developed including the piping of water from a mountain to Loma de Ramas, Guazapa, 5 miles away.

Programs for training public health personnel have been organized and now provide trained staffs for other parts of the country as well as for the demonstration area. The training has consisted of four courses for rural public health nurses, four for sanitary inspectors, and fellowships for training abroad of two physicians, two sanitary engineers, three sanitary inspectors, three public health nurses, a statistician, and a health educator. In 1951 the demonstration area of 386 square miles with 100,000 inhabitants was served by two doctors. In 1956 there were 7 health centers, 12 rural stations, 6 doctors, 3 dentists, 10 graduate nurses, 20 auxiliary nurses, a sanitary engineer, 10 sanitary inspectors, and a public health educator.

Maternal and Child Health in India

The main objectives of the maternal and child health project in India's Bombay State (which is assisted jointly by WHO and the United Nations Children's Fund—UNICEF) are to improve and expand the existing maternal and child health services, with attention to the needs of the rural areas. The services are to be integrated wherever possible with existing or planned health units of community development projects, and the plan is to improve and expand the training facilities in maternal and child health work for certain groups of health personnel.

The project began in August 1955, and WHO, under the Expanded Technical Assistance Program, has provided three international consultants—one maternal and child health officer and two public health nurses.

This project initiates a new approach to the problems of maternal and child health in India by concentrating on services in rural areas

and integrating maternal and child health services with the general public health services.

The State of Bombay plans to establish rural health units covering the entire State, each serving a population of 15,000. In order to staff these units adequately and insure a satisfactory service, a training center has been established at Sirur, some 40 miles from Poona, where medical officers in charge of village dispensaries receive orientation courses in public health with special reference to rural services. After training they return to their home stations, the dispensary is then converted into a primary health center, and the staff increased by a nurse-midwife, a midwife, and a sanitarian.

Bombay State has also pioneered in another development. To provide adequate nursing and midwifery services in the rural areas, hospital-trained nurse-midwives now take an orientation course in public health at the Sirur training center. Some of the nurses being trained will return to hospital services after 2 years in rural units with a better understanding of the home conditions of their patients.

This public health orientation of general nurse-midwives follows the decision of the Government of India to train all-purpose nurses for public health or hospital duties as may be required.

Further improvements are being planned—especially the use of the Medical College in Poona for training and teaching and of the Sirur training center for medical undergraduates under the direction of the newly appointed professor of preventive medicine.

In 2 years 73 medical officers, 250 nurse-midwives, 119 midwives, and 271 sanitary inspectors completed the orientation course in Sirur.

Civil Aviation in Ethiopia

In 1951 the Ethiopian Government asked the International Civil Aviation Organization (ICAO) to provide technical assistance for Ethiopian Airlines. An international mission has been stationed in the country since then. In 1957, 100 students were in attendance at the training school operated by ICAO. The radio communications network now operates on a 24-hour basis with connections at all points of the airline's international route. The service is staffed by Ethiopian operators under ICAO guidance. In 1951 there were no locally trained radio mechanics. Now a total of 30 have been graduated, some of whom work for the Government Civil Aviation Department, while others work directly for the airline. The ICAO mission has trained and graduated 20 Air Traffic Control (ATC) officers. In 1956 two other controllers were awarded fellowships by ICAO to study this speciality at airports in the United Kingdom. Today one of them is overall chief of the ATC operation in Addis Ababa, while

the other is a senior ATC officer at the aerodrome control tower. Two more fellowships in this field were awarded in 1957. A network of weather observation stations has been established since 1951 and is staffed mostly with graduates of the ICAO courses. Because of the limited facilities in Ethiopia for advanced meteorological training, ICAO has already arranged to send 7 trainees abroad. Twenty more assistant forecasters are being trained on the spot. Since 1951, 36 students have graduated from a 3-year aircraft maintenance mechanics' course. The graduates are employed by Ethiopian Airlines, and two additional classes are now in training. The airline also employs in aircraft inspection two specialists who had advanced training in the United States under ICAO fellowship awards. The airline is now operated almost entirely by Ethiopians. As a result of technical assistance received under the Expanded Program, the country now almost has the capacity to exploit for itself the results of this project, and the ICAO mission will be reduced in 1959.

Labor Benefits and Training in Burma and Libya

Since 1952 the International Labor Organization (ILO) has been advising the Government of Burma on the preparation and administration of an overall social security scheme. The first part of the scheme went into effect in 1956 providing sickness, maternity, and accident benefits for industrial workers in the Rangoon area. Plans are now being completed for extending coverage to other areas.

The biggest single project in Libya is the Technical and Clerical Training Center in Tripoli, staffed by 32 ILO instructors. When the United Kingdom of Libya was established in 1952 the country was without a sufficient supply of clerical workers, typists, stenographers, office workers, and workers in factories and public workshops. About half of the young men at the center are being trained to be clerks and the other half artisans. Boys who had never seen any kind of a machine are now being trained as welders, blacksmiths, metal turners, fitters, and joiners in auto and electrical repairs and woodworking shops. On the clerical side a 2-year course for typists and a 3-year clerical and secretarial course are given as well as senior bookkeeping courses. Over 350 graduates and pregraduation trainees have been placed in employment. This project is planned so that by 1960 the government will eventually be able to operate it without ILO assistance.

Radio Broadcasting in Lebanon

Construction of a new Lebanese broadcasting station in Beirut was begun in January 1958. This will be the first powerful station

that the country has ever had and will bring it into radio contact with the four corners of the world. The International Telecommunication Union (ITU), through the Expanded Program, has provided technical assistance. ETAP experts working in the country advised on suitable locations for both the broadcasting studios and the transmission station, worked on the blueprints for the buildings, assisted Lebanese engineers in drawing up specifications for equipment, and participated in a technical analysis of the construction bids.

Economic Integration in Central America

During 1957 the Central American Economic Cooperation Committee, which is largely supported by UNTAA, FAO, and the United Nations Educational, Scientific and Cultural Organization (UNESCO), continued its efforts toward the integration of the economies of the five countries concerned. A multilateral treaty for free trade and economic integration and an agreement on industrial integration have been adopted by the committee and recommended to the member governments. These measures represent a definite step toward the creation of a free trade area in Central America and the encouragement of new industries in a market common to Costa Rica, El Salvador, Guatemala, Honduras, and Nicaragua.

Industrial Techniques in Ceylon

In Ceylon two experts, provided jointly by UNTAA and the International Bank for Reconstruction and Development under a 5-year agreement with the government, are assigned to the Institute of Scientific and Industrial Research, one as a director and the other as a technical adviser. The annual report of the Institute recorded substantial increases in the volume of research work, in the number of paying clients, and in the income from this source. An industrial engineer completed the layout of a dry-cell battery plant in May 1957 and has been engaged since then in drawing up plans for a power loom matting factory, a textile finishing factory, carpentry and pottery training centers, and other small-scale projects. A chemical engineer was recently appointed and will be joined in the near future by a civil engineer; they will assist the government in the implementation of several projects, in particular the installation of two 20,000-ton sugar factories, an ilmenite plant, two cement factories, and a textile yarn plant. Assistance under the Expanded Program is to be resumed in the ceramics industry after an interruption of more than a year. Experts from the ILO are also participating actively in the industrial development program established by the Government of Ceylon.

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Poultry Disease Control in Thailand

Food production in Thailand has undergone remarkable changes since 1948. The most striking change, perhaps, is to be found in poultry farming. Eight years ago poultry disease was rife in the country; imported breeds had been nearly wiped out by epidemics. Although nearly every household still owned a few chickens and the birds were hardy, they were small and their egg yield was low. Today poultry farms are flourishing in many parts of Thailand. Egg yields have gone up, providing an important source of protein foods.

An important factor responsible for the change was the expert advice provided by FAO. In 1953 an English poultry specialist was sent out to help develop some method of vaccinating poultry against Newcastle disease which can and did wipe out whole flocks practically overnight. Assisted by two Thai veterinarians this specialist conducted a number of intensive experiments with the virus responsible for the disease. Finally an effective vaccine was evolved capable of being manufactured and stored locally. More than two million birds were inoculated with the new vaccine. So successful were the results that the demand for vaccine soon began to exceed the supply. An effective production method was evolved so that Thailand can now manufacture more than enough for its own needs. It can also supply enough for Hong Kong and some for Laos and Viet-Nam too.

Very often, when difficulties in the way of agricultural development have been overcome from the technical or administrative point of view, there is no immediately tangible result in terms of increased productivity leading to more food becoming available at lower cost. In the case of the poultry disease control program in Thailand, at the time the FAO specialist's work was finished in 1957, not only were more eggs and fowls coming onto the market but, at a time when prices in general were rising, these commodities were costing less. This does not mean that the poultry disease problem is entirely solved in Thailand. But the very fact that a major disease had been controlled means that there is a greatly increased interest in large-scale commercial poultry keeping.

Fish Marketing in Mexico

In many countries in which the Food and Agriculture Organization has been asked by the governments concerned to provide technical assistance one of the big problems to be tackled is that of finding practical ways and means of improving the quantity and quality of the food of the masses of the people. This is a consideration which resulted in the Government of Mexico's asking FAO to provide a fish

marketing expert to help promote the distribution and consumption of fish and fish products.

One of the expert's first actions on arriving in Mexico was to organize a series of local pilot surveys to find out how much the people could afford to spend on food, how much fish they were eating, what kind of fish they preferred, and so on. These surveys provided some surprising answers. The expert knew that Mexico has one of the lowest levels of fish consumption in Latin America—an average rate of less than 2 kilos of fish per person per year. But he was not prepared to find that even in some coastal areas about 16 percent of the people never ate fish. He also found that there were big variations in the fish eating habits of the people and that where, in one district, dried fish was popular, in a neighboring area the people were unaware of its existence.

Some of the difficulties concerned with the consumption of fish were due to distribution and transport problems. Others were the results of prejudice, lack of knowledge, and low purchasing power. A select market existed for fresh fish, but the price was so high that only a small part of the population could be expected to buy it.

These facts showed the expert that an educational campaign was required and, aided by the various organizations he had interested, a vigorous "Eat More Fish" drive was launched. The core of his program was a campaign for an educational program concentrating on the school children. However, the various government ministries and nongovernmental organizations gave full cooperation by emphasizing the nutritional value of fish in their programs to housewives and families.

The campaign generally resulted in a notable increase in the consumption of dried fish. For example, in one section of Mexico City containing about 300,000 inhabitants the sale of dried fish was increased 160 percent. These results were achieved without the aid of any kind of advertising appropriation; all activities were integrated with existing programs and called for no abnormal expenditure. Most important from the expert's point of view was the fact that the various government ministries and nongovernmental organizations which had cooperated in the pilot areas were so impressed by these results that they decided to incorporate their parts of the campaign into their regular countrywide programs.

Weather Forecasting in Jordan

An expert was sent to Jordan by the World Meteorological Organization (WMO) in order to help that country to set up a meteorological service adequate to its needs. The first thing that needed to

be done was to establish a network of observing stations throughout the country. This meant buying suitable instruments, selecting sites for the observing stations, training personnel who will make the observations, and setting up a central organization to maintain the standard of the observations, to collect them regularly, to keep them safe, to analyze them, and to publish periodical abstracts and summaries. All the observations are not done by full-time meteorologists; they are done by people working at agricultural or irrigation stations, in schools, and, further east, by members of the camel mounted desert patrols. Observations from the desert in southeast Jordan are most useful in times of threat of invasion by locusts, which use rising currents to take them up and steady winds to carry them along.

Meteorological observations are not limited to observations at the surface. Information is obtained about the upper air not only by sending up balloons but also by flying up to take measurements. Meteorological flights are carried out every morning by Jordanian aircraft.

Forecasting is not the sum total of the activities of a meteorological service but it must be attempted, with varying success and with steady improvement as experience builds up. Long-range forecasting, such as an ability to predict how much rain will fall during the next growing season, is still something which the meteorologist cannot do, but short-range forecasts based on accurate and diversified information on past and present weather is possible. The demand for short-range weather forecasts comes mainly from aviation and is immediate and imperative. The WMO expert was attached to the Ministry of Civil Aviation, working in close cooperation with the Director of Civil Aviation of Jordan. It was the expert's duty to advise and help this Director in setting up a forecasting organization to protect the air traffic of that country. Because of its essentially inland position Jordan relies a great deal on air traffic for its communication with the outside world. The number of pilgrims and tourists who come by air to Jerusalem Airport to visit the Holy Places is increasing all the time, and the Department of Civil Aviation and its meteorological section have to keep pace with this development. Ultimately the lasting success of the WMO mission in Jordan will depend on finding and training Jordanian technicians to carry on with the work, which is the main objective of this project.

Air Navigation in Guatemala

Three experts were assigned by ICAO to Guatemala throughout 1957—a radio engineer, an aerodrome engineer, and a meteorologist.

They gave advice to the government, practical help with the improvement and development of air navigation services, on-the-job training, and some classroom training for meteorological observers. A new high frequency air to ground channel was opened. Point to point circuits were opened with Mexico, Costa Rica, El Salvador, British Honduras, and Honduras. Radio-telephone-telegraph equipment was installed for reception of broadcasts from Miami and is reported working at 95 percent efficiency. Pilot balloon observations began in the middle of the year. Advice on the improvement of the international airport at Guatemala City and on several other aerodromes was given. The United States Civil Aeronautics Administration and Pan American World Airways gave radio equipment of various kinds. The work done on air navigation services was in accordance with the development of the Central American flight information region, the center which was opened at Tegucigalpa, Honduras, in October 1957. During the year 12 graduates from the aviation training center in Mexico City returned to Guatemala—2 air traffic controllers, 3 meteorological observers, 2 radio mechanics, and 5 aircraft mechanics. Of these six entered government service and six joined other aviation activities.

Adult Education in Libya

The U.N. Educational, Scientific and Cultural Organization (UNESCO) is continuing an adult education project begun in 1953 in the remote province of Fezzan in Libya. Although started on a modest scale the progress made by 1956 was remarkable. Expansion had been so rapid that by 1956 there existed 22 adult education centers, 1 mobile center for Tuareg nomads, 1 community center for women, 5 technical workshops, 7 demonstration garden plots, 1 tailoring center, and 3 regional teacher-training courses. In addition cultural and recreational activities have sprung up over 500,000 square miles of desert country.

Vocational Training in Tunisia

In Tunisia an International Labor Organization official carried out an advisory mission on vocational training, and eight Tunisians were sent to study railway repair and maintenance in France. Moreover, the ILO recruited on behalf of the Tunisian Government, which took responsibility for all costs, a general vocational training adviser and instructors in turning, fitting, milling, and diesel engineering. They were charged with setting up a center for the training of skilled railway workers. This center is now turning out workers in sufficient numbers to maintain Tunisia's railway system. This is an example of the kind of project which the Expanded Program is able to carry out to supple-

ment activities financed from the program's own financial resources. The provision of additional assistance paid for by the recipient country is encouraged by the United States in order to increase countries' access to technical assistance.

SPECIAL PROJECTS FUND

During recent years the underdeveloped countries and some economically advanced countries have called increasingly for the United Nations to establish and administer a multilateral development fund to extend capital assistance. This is the so-called Special United Nations Fund for Economic Development (SUNFED). The 24th session of the Economic and Social Council in the summer of 1957 passed a resolution which urged the General Assembly at its 12th session to decide to establish SUNFED and to take the steps necessary to that end. The United States, Canada, and the United Kingdom were the only members of the Council voting against this resolution.

The U.S. position continued to be that when sufficient progress has been made toward internationally supervised disarmament the United States stands ready to ask its people to join with others in devoting a portion of the savings from such disarmament to a multilateral development fund. At the 12th session of the General Assembly our representative continued to oppose the immediate establishment of SUNFED as ill-advised. While supporting the idea of an international fund whenever circumstances would make it practicable, the United States maintained that existing circumstances were not such as to make it practicable, useful, or wise to attempt now to establish such a capital fund.

The U.S. position on SUNFED, however, did not mean that the United States was not aware of the inability of the Expanded Program to meet the increasing and urgent needs of countries for technical assistance, and particularly their needs for assistance of a more sustained nature and broader scope than the Expanded Program's limited finances could support. The United States was aware of those needs and was prepared to take immediate steps in the General Assembly to help meet them.

The United States proposed that the Expanded Program be enlarged from its current size of about $30 million in annual resources to approximately $100 million and that, within these resources, there be established a special projects fund designed primarily for the extension of technical assistance in depth. The U.S. proposal was presented by the U.S. representative, Congressman Judd, and a resolution embodying its essential aspects was unanimously adopted by the General Assembly on December 14, 1957.

In proposing the special projects fund the United States had as specific objectives the fund's integral relationship to the Expanded Program and its application primarily to technical development projects in major and fundamental fields of operation such as general economic and physical resources and regional surveys, the establishment, staffing, and equipment of training and research institutions, and of agricultural and industrial research and productivity centers. The special fund would provide systematic and sustained assistance in fields essential to the integrated technical, economic, and social development of the less developed countries. Although the Expanded Program already engages to some extent in such projects its limited financial resources coupled with already existing commitments does not allow it to engage in them to any appreciable degree. By means of the new fund the United Nations would be in the position to provide more regular assistance and undertake projects requiring greater and more sustained financial support.

The United States does not contemplate that the Special Projects Fund will be one of international capital development. Resources available from the various contributing governments would be insufficient to finance the construction of dams, housing, bridges, hydroelectric plants, or roads. It is intended, rather, that the fund will assist member countries to utilize more productively their manpower and resources.

As provided in the General Assembly resolution the special projects fund is to utilize to the greatest possible extent already existing administrative machinery. Accordingly, it was decided to establish a preparatory committee to consider administrative and organizational requirements and to discuss the specific type of projects to be undertaken and the contributions which the participating countries might be willing to make available to the special fund. This committee is to report its findings to the Economic and Social Council in the summer of 1958.

WORLD SOCIAL SITUATION

The world social situation, in general terms, shows improvement since the end of World War II. Optimism over this trend, however, must be qualified by a number of factors. Improvements in levels and standards of education, levels of food consumption, health, and income have been uneven as between developed and underdeveloped countries and as between and within various geographic regions. Unprecedented rates of population growth, due in part to extension of health services and improved methods for controlling communicable

diseases, place a premium on further acceleration in rates of economic growth and reduce the favorable impact of progress to date. Imbalances in rates of growth of different sectors of the economies of the several members of the international community have had important social implications. Technological lags in housing, food production, and transportation have tended to impede proportionate increases in family levels of living. Rapid urbanization in underdeveloped countries has exceeded industrialization and has tended in many cases to constitute a transfer of rural poverty to the cities. It also has generated a series of new problems involving cultural conflicts, the shattering of traditional customs and living patterns, individual adjustments, and reorganization of social structure involving both parents and children.

This brief résumé of certain social developments underscores the importance of effective international machinery in the social field. The promotion of "social progress and better standards of life in larger freedom," one of the four major objectives in the Charter of the United Nations, does not flow automatically from the maintenance of peace or from economic growth and expansion. Attention must be increasingly directed toward acquiring a better understanding of the complex nature of the processes of development and their impact on human beings. There is a constant need for the integration of economic and social objectives, for an accommodation in economic growth, and changes in economic organization to the rising expectations among masses of people, in short, for a balance between economic and social development.

As noted in previous reports the division of labor within the United Nations places the responsibility for general policy guidance in the hands of the General Assembly. The Economic and Social Council and its subsidiary advisory commission, the Social Commission, initiate and review policy in detail and have the responsibility for determining general programs and appropriate areas of inquiry and the coordination of the overall U.N. administrative effort in the social field. The Population Commission and the Commission on Narcotic Drugs provide policy guidance and program review in their specialized fields. The administration of programs is left to the Bureau of Economic and Social Affairs in the Secretariat, the U.N. Technical Assistance Administration, and, as appropriate, the Specialized Agencies, particularly UNESCO, the International Labor Organization, and the World Health Organization in the social field. In addition the Office of the High Commissioner for Refugees and the United Nations Children's Fund (UNICEF) deal with special problems under the direct aegis of the United Nations. The United States is directly represented in all these bodies and strongly supports their endeavors.

Social Action Program

Throughout the year the social action program of the United Nations was pursued with vigor. This is known as the Advisory Social Welfare Services Program and provides technical assistance in the social field. It is closely related to the United Nations Expanded Program of Technical Assistance in the economic field. Many of the policy recommendations formulated by the Social Commission, the Population Commission, and the Economic and Social Council are implemented through this program.

Areas in which technical assistance was provided included social welfare administration, social work, education, family and child welfare, prevention of crime and treatment of offenders, community development, improvement of housing, and problems of population. Under this program regional seminars on special problems were held, technical experts were assigned to work with governments requesting assistance, and scholarships and fellowships were granted.

The General Assembly at its 11th session approved the expenditure of $925,000 for this program during 1957. One hundred and twenty-four projects were in operation during the year of which 17 were of a regional nature and 107 were carried on in particular countries. The geographic distribution of the projects was as follows: Europe–26; Middle East–17; Latin America–44; Asia and the Far East–31; and Africa–6. Fifty-five experts were provided to governments at their request and 141 scholarships and fellowships were granted. The projects were distributed among the areas of action as follows: social policy and development–6; population–4; community development–11; housing–13; family and child welfare–79; and prevention of crime and treatment of offenders–11.

In specific terms a seminar on Training for Social Work for Latin American countries was held in July and August in Montevideo, Uruguay, and a seminar on Rehabilitation for the Handicapped for Asia and the Far East was held in Solo, Indonesia, in August and September. An Asia and Far East seminar on Training for Community Development and Social Work was held in Lahore, Pakistan, in December. A regional meeting on the Financing of Housing and Integration of Building and Building Material Industries in Central America was held in Costa Rica in November under the joint sponsorship of the United Nations and the Organization of American States. A working group of the European Consultative Group on the Prevention of Crime and the Treatment of Offenders convened at Strasbourg in September to consider questions of abnormal and of young adult offenders and the second United Nations Seminar for Asia and the

Far East on the Prevention of Crime and the Treatment of Offenders was held in Tokyo in November–December.

Social Commission

The Social Commission held its 11th biennial session in May 1957. It considered three major reports prepared by the U.N. Secretariat in cooperation with Specialized Agencies. These were a "Report on the World Social Situation," a "Report on Concepts and Principles of Community Development," and a "Report on Coordinated Policy Regarding Family Levels of Living."

The most recent account of the world social situation drew attention to the need for balanced economic and social development, to the special problems arising from rapid urbanization, and to problems arising from the unparalleled expansion of population. The Commission considered the progress noted in the report and overall improvements in such important aspects of welfare as health, food consumption, and education. Moreover, the fundamental long-term problems of world food and agriculture are now appreciably nearer solution. However, it was recognized that the need for improved and expanded health, education, and welfare services is increasing in magnitude and importance. The Commission gave special attention to planning for the collection of more adequate and reliable data by which to measure world social progress.

The community development report set forth certain principles in connection with community development. The term itself is used in this context to describe the techniques many governments have adopted to encourage rural communities to make more effective use of local initiative and energy in the achievement of increasing production and better living standards. The guiding principles of community development as set forth in the report by the Secretary-General on this subject included several concepts of particular significance to advocates of systems of free institutions. These were that projects should be initiated in response to the express needs of the people; that changes in attitudes in people are as important as the material achievements of community projects; that the aims of community development are increased and more effective participation of the people in community affairs, revitalization of existing forms of local government, and a transition toward effective local administration where it is not yet functioning; and that the resources of voluntary nongovernmental organizations should be fully utilized in community development programs.

The report on maintenance of family level of living explored the stresses to which the family is exposed under the pressure of processes of rapid economic and social change. This is the first United Nations expert report on income maintenance programs, social insurance, public assistance, and related social services. The Commission recommended continued work in examination of these social security and social service problems in which many countries expressed keen interest. The report gives attention to the need for coordinated economic and social planning at the national level and considers priorities in the establishment of social measures.

The Social Commission also considered problems relating to the financing of housing and community improvement programs and the recommendations of the first U.N. Congress on the Prevention of Crime and Treatment of Offenders.

Special attention was given in Commission discussion to the role of social services within the broad framework of social policy. Ways of strengthening family and child welfare aspects of the work program were reviewed and suggestions put forward for consideration by the Economic and Social Council. The Commission also reviewed the total work program of the United Nations in the social welfare field. An evaluation was recommended of the Advisory Social Welfare Services Program.

Population Commission

The Population Commission held its ninth biennial session from February 25 to March 8, 1957. It reviewed the implementation of its own previous recommendations and the plans of the Secretary-General regarding studies and other activities in the population field. As the Commission had decided at the eighth session that the United Nations should concentrate its demographic efforts on projects pertaining to the economic and social problems of the underdeveloped countries, considerable attention was devoted to progress in such activities as the establishment of regional research and training centers, population seminars, demographic pilot studies, and other forms of technical assistance. The Commission noted with satisfaction that two demographic research and training centers had recently been established—one in Bombay for the Asian and Far Eastern region and another in Santiago for Latin America. The Commission was also favorably impressed with the results of two regional seminars on demographic problems which were held in Bandung and Rio de Janeiro during the latter part of 1955. It suggested that similar seminars might be very profitable in Africa and the Middle East.

The Secretariat reported to the Commission on the results of a population survey which had been made in Mysore State, India, by the Government of India and the United Nations. The Commission concluded that demographic pilot studies such as this would be very useful in assisting other governments in the planning of their programs of economic and social development. It urged the Secretariat to explore the possibilities of similar studies in other areas.

The Commission also concerned itself with the population censuses which will be taken in many countries of the world around 1960. It considered the recommendations of the United Nations Statistical Office on the types of information which should be obtained and tabulated in the various national censuses. It urged that provisions be made in the national census programs for testing the accuracy of the data collected.

Commission on Narcotic Drugs

During 1957 the United States continued to support the international system of narcotics control which has been built up over the years and which is coordinated by the Economic and Social Council through its Commission on Narcotic Drugs. The U.S. Government pursued its policy of joining with other governments in furnishing to the Permanent Central Opium Board and the Drug Supervisory Body the statistics and estimates which form the basis for the international control of the licit traffic of narcotic drugs. Continued vigorous enforcement efforts by national authorities in cooperation with each other through international organizations resulted in an increasingly effective fight against the international illicit traffic.

The appropriate United States enforcement authorities carried on their close collaboration with foreign authorities both through the U.N. bodies in Geneva and by direct contact. The United Nations and another international organization, INTERPOL (International Criminal Police Organization), provided clearinghouse services whereby the police of the nations most affected by the narcotics traffic were able to be informed quickly of developments in the illicit trade, such as seizures of narcotic drugs, arrests, the whereabouts of known traffickers, and advance information on proposed shipments.

The United States frequently furnishes agents to help foreign authorities in individual cases. Some of these agents are sent out from the United States and some are stationed abroad. Basic technical assistance was provided through U.N. Specialized Agencies such as FAO, WHO, and the U.S. International Cooperation Administra-

tion. Advice on the cure of addicts, the control of opium production, conversion from poppy production to other crops, and the training of foreign enforcement authorities in the United States or in schools abroad is the type of assistance given.

A U.S. delegation headed by Commissioner of Narcotics H. J. Anslinger attended the 12th annual meeting of the Commission on Narcotic Drugs held at New York April 29–May 31, 1957. Commissioner Anslinger was elected chairman of the Commission. The Commission studied progress in the implementation of treaties, the suppression of illicit traffic, drug addiction, and specific problems such as the coca leaf, tranquilizing drugs, cannabis (marihuana), diacetylmorphine (heroin), and synthetic drugs including a synthetic drug, ketobemidone, which is said to be especially habit forming. The Commission passed resolutions urging action or additional study on most of these subjects. The Commission also made further progress on drafting a convention designed to replace and improve the many separate treaties now constituting the international control system.

The Economic and Social Council was requested by the Commission to recommend that the U.N. Technical Assistance Administration and Specialized Agencies give technical assistance on narcotics problems to countries asking for it. The Council later adopted a resolution to this effect as well as others dealing with scientific research on opium, the union of the Permanent Central Opium Board and the Drug Supervisory Body, a draft single convention, which would bring together various conventions on the production and control of narcotic drugs, and the question of khat, a drug that is widely chewed in East Africa and the Arabian peninsula.

Toward the end of 1957 Afghanistan banned the production of opium, thus joining its neighbor Iran in attempting to end addiction in the country and the smuggling abroad.

During the year there were several accessions to the two most recent narcotics treaties. The protocol of 1948, which includes synthetic narcotics in the control system and which entered into force in 1949, received one accession in 1957, bringing the total number of ratifying states to 50. The protocol of 1953, limiting opium production to that required for legitimate uses, received 6 accessions, bringing the total to 26. Before this treaty enters into force two more producing states must deposit their ratifications.

In general the year 1957 saw a strengthening of international cooperation in this field which is indispensable if narcotic consumption in the various nations is to be limited to medical and scientific purposes.

World Health Organization (WHO)

During 1957 the United States continued to support the World Health Organization (WHO) by actively participating in its deliberations, by supplying technical personnel to participate in WHO's programs and expert committees, by providing training in U.S. institutions to WHO fellows, by making a special contribution to the WHO malaria eradication fund, and in many other ways.

The WHO helps its members through two main types of programs—direct benefits and advisory services to governments. Among activities of the first type are the rapid worldwide reporting of outbreaks of epidemics, the collection and dissemination of health statistics, and the coordination of research. A dramatic example of this service in 1957 was the systematic collection of information on the nature and locations of the successive outbreaks of the Asian influenza epidemic. Because of the WHO influenza program this epidemic was probably the best reported in history, with the result that the United States and other countries were able to take precautionary measures before the arrival of the disease in epidemic proportions. Other services of general interest are the formulation and administration of the international sanitary (quarantine) regulations which have been accepted by nearly all countries, the development of biological standards and recommendations for uniform specifications and common names for drugs, and the publication of information on public health advances throughout the world. During 1957 the WHO Expert Committee on Addiction Producing Drugs met to determine whether several new synthetic narcotic drugs should be included in the international control system. As a result of its decisions seven additional drugs became subject to international control.

Under the heading of advisory services to governments WHO provided technical assistance to member states which requested it. The aid takes the form of training courses, seminars, fellowships, grants to institutions for research, assignment of technical advisers, and the provision of specialized technical literature. In 1957 continued emphasis was placed on the eradication of malaria and yaws, environmental sanitation, maternal and child health, nutrition, public health administration (including the strengthening of national and local public health services), and public health education. There were three sources of funds for these projects: the regular budget of the WHO derived from the regular annual payments of member states, voluntary contributions for malaria eradication, and monies allocated to WHO from the U.N. Technical Assistance Fund. In many cases health programs receiving WHO assistance in the form of expert personnel also received assistance from the United Nations Children's

Fund (UNICEF) in equipment and supplies. Some programs also received assistance from FAO, ILO, or the ICA of the United States.

During 1957 the Organization assisted about 700 projects in 120 countries and territories including malaria eradication–61 projects in 45 countries and territories; tuberculosis–57 projects; venereal diseases and yaws–23; other communicable diseases–76; public health administration–34 local and rural projects, 108 other projects; maternal and child health–53; nursing–72; environmental sanitation–40; nutrition–16; mental health–16; and health education–25. These projects were located in the following regions: Africa–89 projects; the Americas–95, not including those financed by the regular budget of the Pan American Sanitary Organization; Europe–88; Eastern Mediterranean–150; Southeast Asia–167; Western Pacific–77; interregional projects–15.

The 10th World Health Assembly was held at Geneva in May 1957. The American delegation was headed by Dr. Leroy E. Burney, Surgeon General of the Public Health Service. Other delegates were Dr. H. van Zile Hyde of the Public Health Service and Dr. J. R. Reuling of the American Medical Association. Congressmen J. E. Fogarty from Rhode Island and C. A. Wolverton from New Jersey were the delegation's congressional advisers.

The United States was one of the six countries elected by the Assembly to name a member of the Organization's Executive Board. This board is composed of eighteen members of which six are elected for a 3-year term each year. The vote of the World Health Assembly in 1957, in which the U.S. headed the list, was a reaffirmation of the importance which the member states of WHO attach to U.S. support of the work of the Organization.

The Assembly spent considerable time discussing the program and budget for 1958. The total regular working budget was authorized at $13,566,130, an increase over the previous budget which allowed for some additional programs. In a resolution the Assembly stressed the importance it attaches to the malaria eradication program and invited governments to increase their contributions to this work. It was evident during the discussions that the worldwide drive to eradicate malaria was regarded as one of the most important areas of WHO action leadership. In this connection the United States during 1957 contributed $5,000,000 to WHO's voluntary special account for malaria eradication. In addition the United States contributed $1,500,000 to the Pan American Sanitary Organization for this purpose in March for fiscal year 1957 and $2,000,000 in December for fiscal year 1958.

The U.S. delegation strongly supported the developing WHO program in the health aspects of the peaceful uses of atomic energy and

sponsored a resolution which authorized WHO to expand its activities to help countries develop adequate health and vital statistics programs. The delegation cosponsored with Australia, France, the Netherlands, Poland, Iran, and the U.S.S.R. a resolution authorizing WHO to expand its activities in international coordination of cancer research.

The American delegation invited the Organization to hold its 11th Assembly in the United States. The Assembly accepted the invitation and Minneapolis was later chosen as the site. The meeting will be held in May–June 1958 and will be preceded by a special session to commemorate the 10th anniversary of WHO.

The term of the Director General of the Organization, Dr. Marcolino G. Candau of Brazil, was due to expire in July 1958. The 10th Assembly asked him to remain in that post for a further period up to 5 years. Dr. Candau has since decided to stay on for an additional 2 years. The Assembly's action was a tribute to Dr. Candau's efforts to bring this young Organization to its present maturity of purpose and program.

During the Assembly technical discussions were held on the role of the hospital in the public health program. Two hundred persons joined in these discussions which reviewed the different programs and problems of the various countries.

During 1957 five states which had been inactive members since 1949 and 1950 resumed participation in the WHO: Albania, Bulgaria, Poland, Rumania, and the U.S.S.R.[1] The members remaining inactive are the Byelorussian S.S.R., Czechoslovakia, Hungary, and the Ukrainian S.S.R. Including these the total membership of WHO is now 85 member states and three associate (not fully self-governing) members.

United Nations Children's Fund (UNICEF)

The United Nations Children's Fund (UNICEF) during 1957 has continued to assist and promote national programs for the development of permanent health and welfare services for mothers and children. Assistance has generally taken the form of provision of necessary imported equipment and supplies. The World Health Organization and the Food and Agriculture Organization give technical approval to the projects and recruit and provide international technical and professional personnel where such are needed in the implementation of projects. The Executive Board composed of

[1] Early in 1958 Czechoslovakia also announced its intention of resuming active membership.

representatives of 30 countries elected by the Economic and Social Council has allocated during 1957 a total of $20,477,600, bringing the total allocations to $232,408,000 since the beginning of the fund in 1947. UNICEF is currently assisting 323 programs in 104 countries and territories as compared with 311 programs in 98 countries and territories during 1956. Ninety-eight percent of the allocations for project aid during 1957 was for projects of long-range benefits. These projects were of four main types: (1) maternal and child welfare services; (2) eradication of communicable diseases; (3) nutritional and child feeding; and (4) milk conservation.

MATERNAL AND CHILD WELFARE SERVICES

Assistance to maternal and child welfare services and training is given by UNICEF through the provision of equipment and supplies for rural health centers, clinics, laboratories, children's hospitals, and the establishment or expansion of nurses and midwives training schools and centers. UNICEF has increased allocations in this field from $3,400,000 in 1956 to $6,400,000 in 1957 and is currently assisting 100 projects in 70 countries and territories. UNICEF is making every effort to improve and expand maternal and child welfare services by assuring that programs presented to UNICEF for aid are designed not only to meet the immediate need but also to lay a sound basis for building comprehensive and continuous services.

During 1957 an initial allocation was made for a maternal and child welfare project in Liberia. UNICEF equipment, models, charts, and books were sent to three demonstration and training centers to train village birth attendants in safe practices and elementary care of mother and baby. One of the training centers is associated with a UNESCO-aided fundamental education project. During 1958 and 1959, 140 trainees will be accommodated in courses of 6 months or longer. The government will pay travel and living costs of the trainees and will insure the employment of adequate instructional staff. This is the first program of its kind in Africa to receive UNICEF aid.

ERADICATION OF COMMUNICABLE DISEASES

UNICEF's efforts in the control or eradication of communicable diseases largely affecting children (malaria, tuberculosis, yaws, leprosy, prenatal syphilis, diphtheria, whooping cough, and others) is carried on through the provision of or assistance in the local production of insecticides, antibiotics, vaccines, and sera. One hundred forty-three programs in this field in 78 countries are currently in

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operation. Allocations in 1957 for disease control programs amount to $9,553,847 or about 46.8 percent of the total program allocations for the year. Approximately 39.2 percent of all program allocations or a total of over $8 million was allocated for malaria eradication and control, and it is estimated that 56 million people were protected during 1957 by UNICEF-aided antimalaria programs. UNICEF is currently assisting 47 antimalaria programs which are geographically distributed as follows: Africa–10, Asia–6, Eastern Mediterranean–11, the Americas–20.

Thirteen leprosy control programs are currently aided by UNICEF, and at the end of 1957 an estimated 500,000 persons were undergoing treatment. While the present programs do not aim at eradication of the disease within a few years, cases in their early stages are rapidly controlled with sulphone with a marked reduction in infectivity. Treatment with sulphone on an out-patient basis is given at a yearly per patient cost of from 25 to 50 cents. Campaigns against yaws are currently being aided in 26 countries mostly in Africa and Asia, and while these campaigns can be consolidated in specific areas within 2 or 3 years, the vast areas to cover in some countries make it probable that a number of years will be required before the mass phases of the campaigns can be concluded.

NUTRITIONAL AND CHILD FEEDING PROGRAM

UNICEF's long-range nutritional and child feeding programs are directed particularly toward building up permanent national programs to combat nutritional deficiency diseases by the development of new protein rich foods as well as through family and group education. The Executive Board at its September 1957 session approved in principle certain new types of UNICEF aid to help governments improve maternal and child nutrition. These recommendations made jointly with WHO, FAO, and the U.N. Bureau of Social Affairs have the objective of encouraging governments to develop long-range, broad-scale nutritional programs consistent with local needs. Under this extension of UNICEF's nutritional programs, assistance will be given to national measures to improve maternal and child nutrition such as (a) nutritional surveys; (b) training of appropriate national personnel at various levels to carry out nutritional programs; (c) broadened support to nutritional education at the village level; (d) practical nutritional activities in villages assisting people to put into practice what they are learning from nutritional education; and (e) limited vitamin supplementation directed against endemic diseases seriously affecting children, pregnant women, and nursing mothers. UNICEF allocated $2,775,500 during 1957 for child feed-

ing; in addition approximately $2,000,000 was spent to cover ocean freight costs for dried skim milk obtained under Title III, Public Law 480 from U.S. surplus stock. An estimated 92 million pounds of this milk will be consumed from mid-1957 to mid-1958 in the 48 countries currently assisted by UNICEF. UNICEF is encouraging a tendency to emphasize distribution to preschool children. The largest feeding program currently aided by UNICEF is in northeastern Brazil. UNICEF aid is for a 2-year period (from mid-1958) and directed toward expansion from the present level of 495,000 beneficiaries to 900,000, with increased emphasis on reaching preschool children. The government has developed a program of nutrition education and training for school teachers, supervisors, and others to be associated with the program. Mothers' clubs associated with maternal and child welfare centers will also be used to impart nutrition education. Aid will be given in the north and northeastern areas of the country where malnutrition is a continuing problem.

UNICEF will provide skim milk powder, fish-liver-oil capsules, and, in those states where the program will be new, vehicles for organization and supervision of the school feeding program.

MILK CONSERVATION

To assure better use of locally available milk for children UNICEF assists milk conservation through the provision of equipment for milk drying and pasteurization plants. For this purpose UNICEF allocated $1,267,000 in 1957. Since its inception UNICEF has authorized 173 milk processing installations in 30 countries and territories, of which 143 are already in operation. Of the 125 fluid milk plants in operation, one is in Asia, eight in the Eastern Mediterranean area, and the balance in Europe. Of the 17 milk drying plants in operation, three are in the Americas, one is in Africa, and the balance in Europe.

Only $386,400 was allocated during 1957 for emergency aid. This allocation was for additional food and soap to continue aid for 50,000 destitute children and mothers in the border villages of Jordan.

Government contributions to the central fund of UNICEF have increased from the $10,315,000, donated by 35 governments in 1951 to $17,899,000 in 1957 contributed by 80 countries. Private contributions to UNICEF and other income (sale of Christmas cards and the "trick or treat" campaign) have amounted to $2,500,000 during the year. In addition contributions from governments to projects carried on within their own territories in accordance with UNICEF's policy of local matching of UNICEF contributions totaled $56,800,000 for 1957.

The U.S. contribution to the 1957 program of UNICEF was $10,000,000 or 55 percent of the total contribution of governments, bringing U.S. financial support since 1947 to $134,200,000. This is exclusive of surplus foods donated to UNICEF by the U.S. under Title III, Public Law 480.

Relief and Rehabilitation

The functions of the United Nations High Commissioner for Refugees (UNHCR) fall into the two broad categories of providing legal and political protection and of providing material assistance. Although the office of the UNHCR was originally oriented toward legal and political protection, it has become more and more evident that such protection is meaningful only when the refugees are also provided with the material assistance necessary to enable them to take their places in the normal life of a community. The UNHCR has gradually increased his participation in assistance programs until they now account for the bulk of his activities. In recognition of this shift in emphasis the 12th General Assembly considerably expanded the High Commissioner's role in providing aid in appropriate refugee situations.

HIGH COMMISSIONER FOR REFUGEES

The General Assembly considered the continuation of both the office of the United Nations High Commissioner for Refugees and the United Nations Refugee Fund (UNREF). The office of the High Commissioner, held by Dr. Auguste R. Lindt (Swiss) since December 10, 1956, was extended for a period of 5 years from January 1, 1959. The United States, recognizing the continuing need for a U.N. office having overall coordinating responsibility for the protection and assistance of international refugees, supported this action.

UNREF was originally designed to meet the needs of a relatively static group—the nonsettled refugees of World War II in Europe. It was well conceived for this purpose, and this problem has been substantially reduced. The General Assembly, therefore, resolved to allow UNREF to expire, in accordance with the original schedule, on December 31, 1958.

Events in Hungary, North Africa, and elsewhere have made it obvious that the total refugee problem is not static and is not confined to any one area. Refugee situations may arise in many forms and places. UNREF has proved too rigid in concept to meet the widely varying needs of the currently arising situations. Since it is clear that refugee situations in which international aid is necessary are almost certain to continue to arise so long as international conditions that

produce them continue, the General Assembly acted to replace UNREF with a more flexible framework within which the High Commissioner can make appeals and propose programs for providing aid in these situations. The United States initiated and supported this action.

The new arrangements can be applied both to existing and future needs, including those of an emergency nature. They will also provide for the completion of any unfinished UNREF projects. The implementation of projects will continue to be carried out by voluntary agencies under the general supervision of the office of the High Commissioner.

The General Assembly directed the Economic and Social Council to establish a permanent Executive Committee to advise the High Commissioner in the execution of his future operational activities and the liquidation of UNREF and to counsel him with respect to his responsibilities under this statute. The United States will be a member of this committee.

At the 12th General Assembly and the 5th session of the UNREF Executive Committee action was taken to draw attention to the plight of the nearly 1,000,000 Chinese refugees in Hong Kong and to secure aid for them. The General Assembly resolution, in recognizing that this problem was such as to be of concern to the international community, made an appeal to member states and nongovernmental organizations to give all possible assistance and authorized the High Commissioner to use his good offices to encourage arrangements for contributions. The United States supported this resolution along with a large majority of other states.

THE UNITED NATIONS REFUGEE FUND (UNREF)

UNREF was established at the 9th session of the General Assembly in 1954 as a $16,000,000, 4-year program to effect permanent solutions for the nonsettled refugees under the mandate of the U.N. High Commissioner for Refugees. The Fund is financed by voluntary contributions, and the United States, up to the end of 1957, had contributed $4,000,000 and will contribute another $1,333,000 by the end of 1958.

UNREF operates mainly by contributing funds for projects which are planned and carried out by voluntary agencies. Emphasis has been placed on housing and on financial assistance for establishing refugees in trades, crafts, or on farms as a means of enabling the refugees to help themselves. As more and more of the able-bodied are reestablished, however, the residue comes to contain an increasing proportion of those requiring continuing social welfare aid or lifetime care in specialized institutions. UNREF projects cover all of these fields.

Although UNREF's principal area of operation is Europe it also has emergency aid and integration projects for a limited number of refugees in the Middle East and North Africa and provides care and maintenance for refugees of European origin from the China mainland who are permitted to leave for countries of asylum in the free world. This latter operation is now carried on in Hong Kong in cooperation with the Intergovernmental Committee for European Migration.

Implementation of projects commenced late in 1955, and by September 30, 1957, UNREF had made 16,880 firm settlements and had aided 10,716 other refugees. Owing to the diversion of efforts by countries of asylum and intergovernmental and nongovernmental refugee organizations necessitated by the Hungarian emergency, the program failed to realize its full potential during 1957.

HUNGARIAN REFUGEES

The 11th General Assembly in a resolution of November 9, 1956, requested the UNHCR to use his good offices in making arrangements for assistance to refugees from Hungary. The United States supported this action.

The flow of Hungarian refugees continued into 1957 but at a falling rate and by April had virtually ceased. The total movement numbered over 179,000 into Austria and nearly 20,000 into Yugoslavia. The response of the free world was so effective, however, that fewer than 20,000 remained in Austria and only some 600 in Yugoslavia at the year's end (these 600 were resettled by the end of January 1958). Up to December 31, 1957, the United States had admitted 6,130 for permanent residence under the Refugee Relief Act and 31,738 under the provisions of the Immigration and Nationality Act. U.S. Government contributions made in part through the UNHCR and in part directly to governments for the relief and resettlement of Hungarian refugees totaled over $50,000,000. In addition an estimated $20,000,000 was contributed from private sources in the United States.

Long before the end of the year, however, it became evident that further multilateral aid would be required for the group remaining in Austria. The High Commissioner at the fifth session of the UNREF Executive Committee was authorized to undertake a $3,500,000 program of permanent solutions for Hungarian refugees in Austria, to which the United States has already contributed $950,000. Although this program is administratively and financially separate from UNREF it is composed of the same kinds of projects. The major emphasis will be on housing, the shortage of which is the most serious barrier to the integration of this group into the Austrian

economy. Other projects include small loans, language training, and a special program for youth.

NORTH AFRICAN REFUGEE SITUATIONS

During 1957 the High Commissioner made appeals for assistance to refugees from Egypt and for Algerian refugees in Tunisia. In response to the first appeal the United States gave $200,000 directly to the High Commissioner for emergency aid and $150,000 to the Intergovernmental Committee for European Migration for movement purposes. The United States made a cash contribution of $25,000 to the High Commissioner for the aid of Algerian refugees in Tunisia and undertook a bilateral project with the Government of Tunisia to provide nearly $800,000 worth of agricultural commodities under Public Law 480 for shipment early in 1958.

UNITED NATIONS KOREAN RECONSTRUCTION AGENCY

In his report to the 12th session of the General Assembly covering the period July 1, 1956, to June 30, 1957, the Agent General of the United Nations Korean Reconstruction Agency (UNKRA), Gen. Coulter (USA, ret.), informed the Assembly that the successful conclusion of this unprecedented U.N. undertaking was close at hand. The large majority of the UNKRA projects had been successfully completed. With the exception of certain technical assistance and residual activities the Agent General confidently anticipated that all projects would be concluded by June 30, 1958. By that date the funds available to the Agency would have been expended, with the exception of an amount required for outstanding accounts, for needed technical assistance and for the final liquidation of Agency affairs. To all intents and purposes the program would have been completed.

The Agent General recommended to his Advisory Committee (Canada, India, the United Kingdom, the United States, and Uruguay) which considers in detail the work of UNKRA that the Agency cease as an operational organization on June 30, 1958. He proposed arrangements for the fulfillment after that date of the residual responsibilities of UNKRA and the liquidation of its accounts. The United States concurred with these recommendations and joined with other members of the Advisory Committee in cosponsoring the resolution approving the Agent General's proposals which was adopted by the 12th General Assembly on November 26, 1957. It is anticipated that all UNKRA liquidation activities will be finally closed out by December 31, 1959, if not earlier.

The U.S. representative at the General Assembly paid tribute to the Agent General of UNKRA and to the men and women of the Agency who had served the cause of reconstruction and stated that the 40 states that had provided the means to the Agency to bind up the wounds of unprovoked aggression on the people of Korea could well take satisfaction in what their gifts had enabled the Agency to achieve. (See Part I, pp. 72–77 for information on Palestine refugees.)

United Nations Educational, Scientific and Cultural Organization (UNESCO)

The United Nations Educational, Scientific and Cultural Organization began work in 1957 on the three major projects which had been authorized by the ninth General Conference held in New Delhi in November and December 1956: (1) the extension of primary education in Latin America, (2) scientific research on arid land problems, and (3) a program of mutual appreciation of Asian and Western cultural values.

The UNESCO program objectives are long range: to assist its 79 member states in raising their levels of education; to encourage and promote exchange of knowledge in the fields of education, science, and culture; to promote higher education and scientific research; to develop increased international understanding and mutual respect among peoples and to further universal respect for justice, for the rule of law, and for human rights and fundamental freedoms.

EDUCATION

In the field of education in 1957 the emphasis continued to be placed on both fundamental and primary education. UNESCO continued its support of the principal regional fundamental education centers at Patzcuaro, Mexico, for Latin America and at Sirs-el-Layyan, Egypt, for the Arab States. A short course for specialists who cannot be spared from their regular jobs for the full study program was inaugurated. Students from 19 Latin American countries and the United States were at Patzcuaro and students from 9 Arab countries attended Sirs-el-Layyan in 1957. Increased support was provided the program to facilitate the preparation of reading material for new literates, centering around a project for Burma, Ceylon, India, and Pakistan. There was a conference in Rangoon in November 1957 on the editorial and production problems involved in improving reading materials.

UNESCO is approaching one of the major projects, the extension of primary education in Latin America through an emphasis on the

development of improved training for teachers, especially of rural schools. An intergovernmental advisory committee met in Havana in February to advise the Director General on the development of plans for the project.

The second meeting of the International Advisory Committee on Curriculum Study and Development convened in Paris with Dr. Harold Spears, Superintendent of Schools of San Francisco, attending as the U.S. expert. UNESCO's work with youth continued chiefly through assistance to selected projects and through provision of materials for the international education of young people, through contacts with the International Voluntary Work Camp Movement, and through assistance to the UNESCO Youth Institute in Germany.

NATURAL SCIENCE

In the field of natural science UNESCO has continued to assist, by subventions, such key organizations as the International Council of Scientific Unions (ICSU), the Council for International Organizations of Medical Sciences (CIOMS), the Union of International Engineering Associations (UATI), and the Pacific Science Association. In addition it has contributed to the permanent secretariat for the International Geophysical Year. UNESCO has endeavored to stimulate the teaching of natural sciences and the dissemination of scientific knowledge and materials through conferences, missions of specialists, and the development of inexpensive techniques to be utilized in underdeveloped areas. Considerable progress was made in 1957 on the improvement of scientific documentation and in the fields of scientific research related to arid zone and humid tropics problems, marine sciences, cell biology, new sources of energy, and peaceful uses of atomic energy.

The UNESCO International Advisory Committee on Arid Zone Research is designed to serve as a coordinating group for one of UNESCO's three major projects, arid zone research. The committee met in April in Paris and in November in Karachi, Pakistan. A special symposium in conjunction with the Pakistan meeting was held to discuss problems of soil erosion. A similar international advisory committee of UNESCO met in Manaus, Brazil, with the participation of U.S. experts to expand and extend the knowledge of research on humid tropics. A conference of experts in cell biology was convened in St. Andrews, Scotland, in September to discuss patterns of cellular and subcellular organization. The Science Cooperation Offices in Latin America, the Middle East, South Asia, and Southeast Asia continued their activities in promoting the teaching and dissemination of science and encouraging and supporting scientific research.

A large-scale conference on the uses of radioisotopes was convened by UNESCO in Paris in September 1957 with more than 1,000 scientists from member states; 110 American scientists attended. Two hundred and ten papers were presented—30 by Americans—on the uses of radioisotopes. Dr. Willard F. Libby, member of the U.S. Atomic Energy Commission, was chairman of the U.S. delegation to the conference.

SOCIAL SCIENCE

In the social sciences studies were carried forward in 1957 to assist in combating the problems caused by social dislocations in underdeveloped countries by rapid industrialization. The UNESCO Research Center on the Social Implications of Industrialization in Southern Asia, established in Calcutta in 1956, was engaged in 1957 in projects designed to further research in this field. It continued its research on socio-cultural factors affecting productivity. On the invitation of Burma the center started a research project on the social consequences of electrification to be carried out in Burma. The center initiated negotiations with states in the region on a study of the social implications of the development of small-scale industries in rural areas or small towns.

Arrangements were made for UNESCO to participate in the establishment of a Latin American research center in Rio de Janeiro on the social and cultural aspects of technological change. In addition steps were taken to develop research on the subject of social and cultural problems involved in the peaceful utilization of atomic energy.

CULTURAL ACTIVITIES

UNESCO activities in the cultural field are aimed at developing international cultural cooperation and preserving and making more widely available the cultural heritage of mankind.

The Universal Copyright Convention, negotiated under UNESCO leadership, was ratified by six additional countries during 1957 and now has a total of 29 adherents, including the United States and the United Kingdom. The United States was host in Washington, D. C., to the annual meeting in October of the Inter-Governmental Committee on Copyright. The related problem of protection of the rights of performers, recorders, and broadcasters has been under study by UNESCO, and a committee of experts was convened in Monaco in March 1957 to consider the question. The documentation resulting from the meeting was submitted to governments of member states for comment.

UNESCO initiated projects in 1957 to assist nations to preserve and restore their cultural treasures and to develop museums and exhibits as educational institutions or aids. In support of the development of free public libraries UNESCO published five public library manuals on various aspects of library science. The UNESCO publication "Books for Asian Children," which lists 500 books from world literature suitable for Asia, has been particularly useful. Two American experts have been invited to prepare a manual on small public library buildings.

An international advisory committee met in April to advise the Director General on the development of the third major project of UNESCO, mutual appreciation of Asian and Western cultural values. A number of international meetings and symposia on this theme were held under the auspices of UNESCO or in cooperation with nongovernmental agencies or various UNESCO National Commissions. The annual Congress of the International PEN Club in Tokyo in September considered reciprocal literary influence between the Orient and the Occident. Also held in Tokyo in November was a symposium on the history of Eastern and Western cultural contacts. Scholars from the United States participated in both meetings. Special committees have been established by National Commissions in a number of member states, including the United States to support this UNESCO major project on Asian and Western cultural values.

The National Conference convened by the U.S. National Commission for UNESCO at San Francisco in November centered its attention on Asian-American cooperation. More than 1,300 persons from every State in the United States and observers from 43 countries participated in discussions which considered the various means available to the American citizen for the promotion of mutual understanding and cooperation with the people of Asia. A number of Asian leaders participated including Mrs. Vijaya Lakshmi Pandit, High Commissioner for India in the United Kingdom; Prof. Ahmed Bokhari of Pakistan, Under Secretary of the United Nations; U. Thant, Ambassador of Burma to the United Nations; and Ismail Bin Dato Abdul Rahman, Ambassador of the Federation of Malaya to the United States.

Christian A. Herter, Under Secretary of State, was the principal speaker at the opening of the conference. He observed that "explorations of the ways to better understanding are vital long-range efforts that hold, for us, a main hope for creating the kind of international climate needed for the establishment of an enduring and equitable peace." Mr. Herter noted "that more and more nations will be persuaded that UNESCO is filling, and filling well, the role for which it was intended."

UNESCO continued to promote the exchange of persons and to facilitate the development and use of mass communications for educational, cultural, and scientific purposes. Fellowships were awarded primarily to persons from less developed countries. To further UNESCO objectives of promoting the free flow of information the organization continued to press for international action designed to promote the free movement of persons and to facilitate the international circulation of visual and auditory materials of an educational, cultural, and scientific character. It prepared material for the 14th Congress of the Universal Postal Union held in Ottawa (August 1957) designed to lower postal rates on certain materials, books, periodicals, etc. In addition studies on the free flow of information were completed in 1957 and the organization's clearinghouse services were utilized to promote research in the use of mass communications.

UNESCO also carried on activities under the United Nations Expanded Program of Technical Assistance. For the year 1957 funds were allocated to the organization totaling $4,667,600. There were 206 experts on mission assignments, 118 projects were operating in 52 countries, in addition to 8 regional projects; 131 fellowships and 78 study grants were approved. Equipment ordered totaled $1,958,502.

Human Rights and Fundamental Freedoms

U.N. activities during 1957 in the field of human rights concerned the work of the Commission on Human Rights and its Subcommission on the Prevention of Discrimination and Protection of Minorities, the Commission on the Status of Women, and various actions relating to freedom of information, self-determination, and the abolition of slavery.

The Human Rights Commission met in Geneva in April 1957. Mrs. Oswald B. Lord represented the United States. The Commission recommended plans for the celebration of the 10th anniversary of the Universal Declaration of Human Rights, which will occur on December 10, 1958, and these plans were later approved by the 24th session of the Economic and Social Council. It considered the proposed Declaration of the Rights of the Child, which had been referred from the Social Commission, and a draft declaration on the right of asylum proposed by the representative of France and forwarded both documents to governments for comment. A committee of its members appointed in 1956 to make a study of the right of everyone to be free from arbitrary arrest, detention, and exile presented a preliminary report. At the suggestion of India the Commission decided to ask

a similar committee to review progress and problems regarding freedom of information and make recommendations to its next session. France, India, Lebanon, Mexico, and Poland were appointed to this committee. After discussing various problems connected with the Yearbook on Human Rights, the Commission also appointed a committee, consisting of France, India, Israel, Mexico, and the United Kingdom, to bring in recommendations on measures that should be taken to improve the yearbook and to relate it to the plan for triennial progress reports on the observance of human rights approved by the Commission in 1956. In 1957 plans were reported for seminars on the protection of human rights under criminal law and procedure. Working parties to plan these seminars met in the Philippines and in Chile.

At the 12th General Assembly Committee III (Social, Humanitarian, and Cultural) continued its consideration of the two draft International Covenants on Human Rights which it had also discussed at the 10th and 11th General Assemblies. It adopted texts for three articles in the draft Covenant on Economic, Social, and Cultural Rights: articles 14 and 15 on education, and article 16 on cultural life. It also adopted a text for article 6 of the draft Covenant on Civil and Political Rights on the right to life. The U.S. representative abstained in votes on these articles in line with our 1953 announcement that the United States did not intend to sign or ratify these draft Covenants when completed as we prefer methods of persuasion, education, and example in matters of human rights rather than formal undertakings. Since the committee did not complete the Covenants it was agreed that work on the texts would continue in the 1958 session of the General Assembly.

DISCRIMINATION AND MINORITIES

The Subcommission on the Prevention of Discrimination and Protection of Minorities met for its ninth session in New York in January 1957. Judge Philip Halpern was the U.S. expert. The subcommission devoted major attention to its study of discrimination in education which was presented in final form by the special rapporteur appointed in 1954. The study covered discrimination in education found to exist in many different countries based on race, color, sex, religion, social origin, property, and political and other opinions. It also discussed inequalities affecting rural and nomadic areas, indigenous populations, and the peoples of underdeveloped areas and the problems of minorities in educational systems relating to language and cultural heritage. The study reflected findings in reports on each member country issued along with the final report. The subcommis-

sion commended the rapporteur for his work and thanked UNESCO for its cooperation in the project. It discussed the rapporteur's recommendations and conclusions in detail and adopted resolutions forwarding the study to the Commission on Human Rights together with a proposed formulation of principles and recommendations for national and international action with the suggestion that these be forwarded to governments and Specialized Agencies for comment. The Human Rights Commission agreed with this suggestion, which was later approved by the Council at its summer session. In view of the limited time before the next meeting of the subcommission in January 1958 the Council directed that comments received should be considered by the Commission on Human Rights at its March 1958 session.

The subcommission considered discrimination in employment and occupation on the basis of a progress report from ILO concerning its plans to develop draft instruments on discrimination at its 40th Conference in June 1957. The subcommission's special rapporteur on discrimination in the matter of religious rights and practices presented a progress report which the subcommission approved as a basis for further work. The subcommission also agreed that its special rapporteur on discrimination in the matter of political rights should begin work and submit a progress report in 1958. In response to statements by nongovernmental organizations in consultative status it recommended that a second conference of such organizations interested in the elimination of prejudice and discrimination be convened in 1958. The Human Rights Commission later decided that the number of organizations expressing active support for such a conference was not sufficient. The Council, while agreeing that a second conference would be desirable, requested the Secretary-General to consult further with interested bodies and report to the Council's 26th session in the summer of 1958.

FREEDOM OF INFORMATION

At the 12th General Assembly Committee III (Social, Humanitarian, and Cultural) undertook consideration of the draft Convention on Freedom of Information, which had been initially drafted in 1948 and considered in previous sessions of the Economic and Social Council and the General Assembly. The United States opposed completion of this draft Convention, pointing out that its provisions restricted rather than encouraged freedom of information. After extensive debate the committee approved a resolution, later adopted by the General Assembly in plenary session, calling upon the Secretary-General to circulate the draft text to member states with an invitation

to submit their views and suggestions on the text and on the action the General Assembly should take. The resolution also requested the Human Rights Commission to consider at its 1958 session procedures by which constant review of freedom of information might be assured and urged member states to consider the possibility of organizing seminars on freedom of information under the program of advisory services in the field of human rights.

SELF-DETERMINATION

Committee III of the 12th General Assembly considered the question of self-determination which had been postponed from the 11th session. It adopted a resolution, later approved by the General Assembly, pointing out that "disregard of the right to self-determination not only undermines the basis of friendly relations among nations but also creates conditions which may prevent further realization of the right itself," and reaffirming the international importance of member states giving due respect to the principle of self-determination in their dealings with each other and the responsibility of member states administering non-self-governing territories to "promote the realization and facilitate the exercise of the right by the peoples of such territories." The United States voted in favor of this resolution. The 13th session of the General Assembly will give further consideration to recommendations on this subject.

SLAVERY

The Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Practices Similar to Slavery adopted by a U.N. Conference of Plenipotentiaries in September 1956 came into force on April 30, 1957, as the result of ratification by the required two signatories. By the end of 1957, 11 countries had become parties to this convention. In accordance with its policy announced during the conference in 1956 of opposing the use of conventions in the field of human rights the United States did not become a party to this convention.

STATUS OF WOMEN

The Commission on the Status of Women met for its 11th session in New York in March 1957. Mrs. Lorena B. Hahn represented the United States. The Commission gave major attention to plans for the first seminar on the civic responsibilities and increased participation of Asian women in public life, mentioned above, and to other possibilities for advancing the status of women through the advisory services program and technical assistance projects. In addition to

further seminars on this subject the Commission noted the increasing number of experts participating in the implementation of technical assistance programs and the increasing number of fellowships and requested the Secretary-General to prepare a report for its next session on the proportional number of women in these programs and any available information on the preference of women as shown in applications for scholarships and fellowships.

In accordance with its usual procedure the Commission reviewed progress of women in states members of the United Nations and in trust and non-self-governing territories. It urged member governments that had not yet done so to recognize the political rights of women and to become parties to the U.N. convention on this subject. The Commission also reviewed a study on discrimination in education which had been prepared in part on the basis of information collected by the Commission on the Status of Women. Reports by UNESCO on its activities were also reviewed. The Commission adopted a resolution, later approved by the Economic and Social Council, urging the importance of fundamental and adult education for women not able to attend school and the necessity for increased school attendance by girls through universal, free, and compulsory elementary education. The Commission requested UNESCO to prepare a report for its next session on higher education to include data on the distribution of scholarships and other material aids among students of both sexes.

With regard to equal pay for equal work the Commission heard a progress report from the representative of the ILO and adopted a resolution urging implementation of the equal pay principle. It made plans for a questionnaire to governments on the occupational outlook for women as jurists, architects, and engineers. It expressed the hope that the ILO would continue its interest in the problems of older women workers and women in part-time work and stressed the importance of sound standards for women engaged in cottage industries. The situation for girls and women in relation to vocational education was discussed on the basis of a report prepared jointly by UNESCO and the ILO which was regarded as a valuable contribution to an understanding of problems in this field, such as adequate vocational guidance for girls sufficiently early for them to obtain the necessary training for employment and advancement to jobs at higher levels. The Commission also made plans to collect information on tax legislation applicable to women.

The Commission noted progress in the field of nationality and urged additional ratifications of the U.N. Convention on the Nationality of Married Women. In the field of private law it adopted a resolution, later approved by the Economic and Social Council, recommending

that member states encourage a system of compulsory registration of marriage whereby prospective spouses would express their consent freely in the presence of a competent religious or civil authority as a safeguard to achieving the full and free consent of the marriage partners and requesting a report for its next session on free consent to marriage and the minimum age for marriage of women.

The first U.N. seminar regarding the status of women was held in August in Bangkok to consider the civic "responsibilities and increased participation of Asian women in public life," with the Government of Thailand as host. Women nominated by 15 member governments in Southeast Asia and the Far East participated in the 10-day session. Since this was a regional meeting the United States did not participate, but information on how women in the United States fulfill their citizenship responsibilities was presented in accordance with plans developed the preceding year by a preparatory working party in Bangkok. The 12th General Assembly of the United Nations adopted a resolution in October recognizing the work of the Commission on the Status of Women and the value and success of this seminar, expressing the hope that similar seminars would be held "as frequently as possible in the future." The General Assembly also adopted a resolution on the importance of full participation by women in community development programs urging governments and the U.N. to encourage this by every means in their power.

GENERAL REVIEW AND COORDINATION OF UNITED NATIONS PROGRAMS AND ACTIVITIES IN THE ECONOMIC AND SOCIAL FIELDS

The Economic and Social Council and its Coordination Committee devoted a large part of their time to the question of coordination of the U.N. programs and activities in the economic, social, and human rights fields and to the concentration of these activities. The Council had before it reports of the Specialized Agencies and the U.N. Secretary-General's Administrative Committee on Coordination and various reports prepared by the Secretary-General at the request of the Council.

The Council noted with satisfaction the efforts being made by these agencies to develop a better understanding of and more internal consistency in their programs and improved coordination of those programs. The agencies were requested to continue to provide

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information concerning coordination and to include in the 1958 report specific references on the further concentration of their programs and specific examples of such concentration achieved.

The Economic and Social Council at its 22d session (July 1956) had been pleased with a report prepared by the U.N. Secretary-General containing his observations and suggestions on the work program of the Council. The Secretary-General prepared a similar report which was presented to the Council in July 1957. As a result of the consideration of this report the Council unanimously approved a resolution reaffirming the following general principles as guides to the future work in the field of coordination: (1) in order to assure greater effectiveness in the work of the United Nations in the economic, social, and human rights fields the work programs of the Council and its subsidiary bodies should continue to be reviewed at periodic intervals by the Council on the basis of reports submitted by the U.N. Secretary-General; (2) the promotion of economic and social development of underdeveloped countries should continue to be the overriding objective of all the activities of the Council; (3) the achievement of optimum results within the limits of resources available can best be assured by the concentration on a limited number of projects and by giving preference to those projects which promise practical results or which have a demonstrable urgency; (4) continued attention should be paid to the closer coordination of the economic and social aspects of international development work and to the most effective coordination of the work of the U.N. Secretariat at Headquarters and at the regional economic commissions.

As the number of international meetings has continued to grow, the ability of governments to prepare adequately for them and to participate effectively in them has become more of a problem. The Council gave special attention to the problems of frequency of meetings and the preparation and distribution of documents related thereto. It was concluded that adequate preparation for meetings and the distribution of documents in good time are indispensable prerequisites if the meetings are to yield satisfactory results.

With these considerations in mind the Council decided that its subsidiary bodies should be impressed with the desirability of limiting their requests for reports to matters of major importance and requested both the regional and functional commissions to leave to the Secretary-General decisions on the timing of reports requested by them. The Council furthermore requested the Secretary-General to present his reports in the briefest and most concise form compatible with the thorough treatment of the subjects under consideration and to insure that such reports are distributed as punctually as possible.

The commissions of the Council, regional and functional, were asked to keep under constant review their calendars of conferences and meetings, particularly of their *ad hoc* and subsidiary bodies, in an effort to reduce the number and length of these meetings.

The Administrative Committee on Coordination (ACC) raised the question of the need for establishing consultations among the governing bodies of the Specialized Agencies and the U.N. Economic and Social Council in all cases of major programs calling for the participation of several organizations. The Council reached no conclusion on arranging such consultations and therefore invited the Administrative Committee on Coordination to consider the problem and to formulate for the 26th session of the Council in 1958 a preliminary list of specific fields of activity which would require concerted action, of suggested procedures for the elaboration and execution of plans of concerted action, and of proposals concerning measures that might assist the Council in the exercise of its role of coordination.

One of the most important steps taken by the 24th session of the Council, and one in which the United States, United Kingdom, and the Netherlands delegations played the leading role, involves a general survey of the activities of the United Nations and Specialized Agencies and a forecast of the scope and trend of programs and expenditures during the next 5 years. This proposal arose from a suggestion of the Secretary-General's Advisory Committee on Administrative and Budgetary Questions. The Council unanimously considered that such an appraisal would be of assistance to governments in formulating policies toward the United Nations and the Specialized Agencies and in assuring orderly and coordinated development of the multilateral activities in economic and social fields.

The Council requested the Secretary-General to undertake an appraisal of the scope, trend, and costs of the regular U.N. programs for the period 1959 to 1964 for consideration by the Council at its 28th session in 1959. It invited the Specialized Agencies to consider the most appropriate and practical methods of preparing similar appraisals of their own programs for the same period.

However, the Council, recognizing that this was not an easy task, requested the ACC to prepare for the Council's 26th session in 1958 a special report regarding the preparation of these appraisals with particular reference to any major problems that may have been encountered. At that time the Council will discuss the procedure for the consideration of these appraisals.

PART III

Dependent Territories

"Dependent territories" as used in this report fall into two categories, namely, trust territories and non-self-governing territories. Now that British-administered Togoland has merged with the new, independent African state of Ghana, there are 10 trust territories, 6 in Africa and 4 in the Pacific area, comprising a population of 20 million. The United States administers, as a strategic trust, the Trust Territory of the Pacific Islands, consisting of the former Japanese mandated islands, the Marshalls, Marianas, and Carolines. As outlined in the U.N. Charter, the functions of the United Nations with respect to these territories are carried out through the General Assembly, the Trusteeship Council, and, in the case of the strategic areas, through the Security Council. Annual reports and other information provided by the administering authorities on economic, educational, political, and social advancement are studied and recommendations made to the administering authorities by these U.N. organs. The termination of a trusteeship can come about only with the consent of the General Assembly or Security Council as the case may be.

In the second category there are some 54 non-self-governing territories having a total population of about 150 million. Under the provisions of article 73(e) of the U.N. Charter, members of the United Nations who administer such territories transmit information relating to the economic, social, and educational conditions in the territories for which they are respectively responsible. The territories on which the United States transmits information are Alaska, Guam, Hawaii, American Samoa, and the Virgin Islands of the United States.

The United Nations in dealing with non-self-governing territories studies economic, educational, and social conditions in the territories and makes general recommendations not, however, directed at any specific territory.

In 1957 there was a continuation of the steadily accelerating evolution of dependent territories from colonial to self-governing or independent status. Ghana and Malaya achieved independence, and great progress has also been made in the British territories in the

Caribbean, which are now well on the road to self-government as a federation called the West Indies. Similarly, political institutions are developing rapidly in Nigeria, and this large and populous federation seems a likely candidate for independence within the next few years.

Because of the special problems resulting from the racial composition of the populations in British East and Central Africa, progress toward self-government will probably proceed along the lines enunciated by the British Government for these territories which emphasize a multiracial partnership. In this area the Federation of Rhodesia and Nyasaland is perhaps the most advanced constitutionally, exercising virtual self-government internally and already having responsibility for many aspects of foreign affairs.

Another territory in which significant constitutional advances are taking place is the Trust Territory of Somaliland under Italian administration, which is scheduled to achieve independence in 1960.

In the Cameroun under French administration a constitutional advance was made in May 1957 with the application of the Statute or *loi-cadre*. The territory now has a considerable measure of internal self-government. The new Statute provides for a Legislative Assembly elected by universal suffrage and for a Cameroun Government headed by a Prime Minister and a Cabinet of six ministers representing the majority party in the Cameroun Legislative Assembly.

In the Pacific area steps toward self-government in the Trust Territory of Western Samoa under New Zealand administration continued to be taken during 1957. It is expected that the territory will complete its staged development and will obtain a full cabinet government by 1960, when there will be a Premier presiding over the Council of Ministers and leading the business of the legislature.

The United States believes that the colonial relationship should give way to self-government as rapidly as an orderly assumption of responsibility by dependent peoples can be assured. To this end the United States has continued to advocate, in the interest of world peace and stability, that the principle of self-determination leading to full self-government or independence should be carried forward in an orderly manner. The problems of dependent peoples, as a result of rapidly increasing world interest in them, continue to be a focal point of debate in U.N. bodies.

The problems of trust territories and non-self-governing territories are dealt with principally in the Trusteeship Council and in the Fourth Committee of the General Assembly as provided for in the U.N. Charter. In addition, the General Assembly established its own Committee on Information from Non-Self-Governing Territories.

In 1957 both the Trusteeship Council and the General Assembly gave particular attention to the developing constitutional and political situation in Togoland under French administration. The discussion centered on the extent to which the Trust Territory of Togoland has attained the objectives of self-government or independence. This was precipitated by the French Government's request early in 1957 that the United Nations terminate the Trusteeship Agreement for this territory. In response the 11th General Assembly provided for the dispatch of a special commission to Togoland to study the situation in the territory. After study of the commission's report and further debate the 12th General Assembly adopted a resolution providing for a U.N. Commissioner to supervise the legislative elections in the territory which are to take place during 1958. These elections will be held on the basis of direct universal suffrage. It is expected that after this election the Togoland Assembly will express its wishes concerning the termination of the Trusteeship Agreement for the territory so that the U.N. General Assembly at its next session may be able to reach a decision on this question.

The 12th General Assembly also continued its annual review of developments in non-self-governing territories. This review was based on the information submitted by Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom, and the United States in accordance with chapter XI of the Charter. A resolution calling for a fresh study of the whole question of determining which territories fall under article 73 of the Charter was narrowly defeated.

The General Assembly also dealt with the difficult and long-standing problem of the international status of South-West Africa. The principal development with regard to this question was the decision of the 12th General Assembly to establish a Good Offices Committee, composed of representatives of the Governments of Brazil, the United Kingdom, and the United States, to discuss with the Union of South Africa "a basis for an agreement which would continue to accord to the territory of South West Africa an international status."

U.S. interest in the problem of dependent territories was further demonstrated during 1957 by its active participation as a member of the Caribbean Commission and of the South Pacific Commission. These two regional organizations, which are concerned in an advisory and consultative capacity with the economic and social development of non-self-governing territories within their respective geographic areas, are outside the structure of the U.N. system. Their objectives, however, are in accordance with U.N. aims, and their work is of mutual interest.

TRUSTEESHIP SYSTEM

The Trusteeship Council met in two regular sessions in 1957—the 19th session from March 14 to May 15 and the 20th from May 20 to July 12. It also held its 6th and 7th special sessions from December 10, 1956, to January 31, and from September 13 to 20, respectively. Mason Sears represented the United States at the 19th and 20th sessions and at the 6th and 7th special sessions. The Council considered in the 19th session the referendum in French Togoland and in the 20th the report of the United Nations Commission to French Togoland. The Council passed, with no negative votes, a resolution proposed by the United States recommending to the General Assembly the commission's report and the statements of the French and Togo representatives to the Council as providing a useful and constructive basis for finding a solution to the territory's future status. This formed the basis for subsequent action by the 12th General Assembly with regard to new elections in Togoland and the possible termination of the Trusteeship Agreement within the next year or so.

At its 19th session the Council reviewed conditions in five of the African trust territories, including Togoland under British administration whose merger with the independent state of Ghana on March 6, 1957, signaled the formal termination of its trusteeship status and of the Trusteeship Agreement.

At its 20th session the Council considered first the annual reports on Tanganyika and Italian Somaliland as well as the report of the International Bank for Reconstruction and Development on the financial situation in Italian Somaliland. The Council also turned its attention to the four trust territories in the Pacific, including the Trust Territory of the Pacific Islands under U.S. administration.

In the course of these two regular sessions the Council dealt with numerous regular petitions and heard oral petitions by representatives of organizations in French Togoland, the French Cameroun, and Tanganyika.

The 12th General Assembly, which convened on September 17 and adjourned December 14, 1957, adopted 21 resolutions on trusteeship matters and heard 14 oral petitioners dealing with problems in the French Cameroun, French Togoland, and South-West Africa.

Trust Territory of the Pacific Islands

The Trust Territory of the Pacific Islands contains 67,000 inhabitants living on some 96 atolls and islands scattered over 3 million square miles of the Pacific Ocean and includes three major island

groups, the Marianas with the exception of Guam, the Carolines, and the Marshalls. These islands were formerly mandated to Japan under the League of Nations. On July 18, 1947, the U.S. Government and the Security Council concluded an agreement making the area a strategic trust territory under U.S. administration. The Department of the Interior administers the Caroline and Marshall Islands and Rota in the Mariana group; the Department of the Navy administers the rest of the Marianas trust area.

Delmas H. Nucker, High Commissioner of the Trust Territory, appeared as in previous years as the special representative for the territory when the Trusteeship Council made its annual examination of developments in the Pacific at its 20th session in June 1957.

In a generally laudatory report to the Security Council the Trusteeship Council commended the United States and the Micronesian people for the general progress achieved in the territory. The Council noted with satisfaction that the people of Rongelap, who had been moved after radioactive fallout had contaminated their island during the 1954 series of tests, would soon be returning to their home. It also noted that a settlement had been reached with the former residents of Bikini and Eniwetok to compensate them for having been displaced in 1946 and 1947 to make way for the Pacific Proving Ground.

A Micronesian leaders' conference, with the participants elected by the representative organs in each district, had been held in Guam in August 1956. The Trusteeship Council noted with satisfaction that a similar conference was scheduled for August 1957 and expressed the hope that the U.S. policy of encouraging such interdistrict meetings would constitute an important step toward the promotion of a territorial consciousness. The Council also noted with interest that an official charter will soon be granted to the Truk District Congress and that other district congresses, with democratically elected representatives, will be functioning within the next few years. It further welcomed the efforts of the United States to increase the political activities of the municipalities, to extend their competence, and to introduce a larger measure of uniformity in their structure, composition, and functions. The Council expressed its belief, however, that the following three organizational features limit the possibility of a centralized administration: (1) the administration headquarters is located in Guam, outside the trust territory; (2) some of the central administrative departments are in various districts; and (3) the Saipan District is under the authority of the Department of the Navy.

The Council noted with interest that as a result of a tax study recently conducted in the territory, the administering authority will begin to raise revenue through direct taxation. Even greater subsidies by the United States were felt to be needed, however, for speed-

ing up development programs. It expressed satisfaction with efforts to establish agricultural experimental and demonstration stations and to recruit additional agricultural specialists. It recommended that vigorous efforts be made to accelerate the homesteading program to bring additional land under cultivation. While it expressed satisfaction that progress had been made in the settlement of the land claims in the Truk District, the Council hoped that all outstanding land claims would be settled as soon as possible. It also noted the effectiveness of the Copra Stabilization Fund in maintaining stable prices to producers despite a fluctuating world market. It further recommended that the United States continue to devote its closest attention to improving shipping facilities and to training more Micronesian personnel in the field of transportation.

The Council commended the United States for its efforts in the field of public health and, in particular, for having initiated a territory-wide program of BCG vaccination against tuberculosis.

New Guinea

Australia administers the Trust Territory of New Guinea, which includes the northeastern quarter of the island of New Guinea, the islands of the Bismarck Archipelago, and the two northernmost islands of the Solomon group, Buka and Bougainville. The territory presents difficult problems of administration: a rugged mountain range running the length of the New Guinea mainland; dense, tropical vegetation in the lowlands; and some of the most remote and primitive tribes in the modern world, speaking a variety of languages. As a result the administering authority has not yet been able to bring extensive areas completely under its control. In reviewing this problem the Trusteeship Council at its 20th session noted with satisfaction the progress which had been made in extending administrative control during 1956 and concurred in the program which has been drawn up to bring the territory under full control by 1959.

Noting that two indigenous inhabitants have been appointed to the Legislative Council, the Trusteeship Council expressed the hope that the administering authority will introduce a greater measure of indigenous representation in the near future. It noted with satisfaction the extension of local government councils and the substantial contribution which they are making toward the provision of their own public services.

The Council commented upon the measures taken for economic development, including a resources survey and increases in the production of cash crops by the inhabitants as well as progress in road

construction. In the areas of social and educational advancement the Council noted with satisfaction the substantial expenditures on health services and hospital construction during 1956 and the intensification of the campaign against malaria, tuberculosis, and yaws. Similarly, it noted that there had been a considerable increase in the number of primary schools and the number of pupils attending school during the year under review.

Nauru

The Trust Territory of Nauru, administered by Australia on behalf of itself, New Zealand, and the United Kingdom, is a tiny, isolated isle lying near the Equator in the central Pacific Ocean. The basis of its economy is its rich phosphate deposits. However, since these deposits are expected to be exhausted in approximately 40 years at the present rate of extraction, the primary problem of the territory is the future of the Nauruan community. At its 20th session the Trusteeship Council recommended that Australia continue its efforts to find a practical solution and submit to the Council concrete proposals in accordance with the wishes of the population and in conformity with the provisions of the Charter and of the Trusteeship Agreement.

The Council welcomed the statement of the administering authority that training programs now being pursued provide Nauruans with the required technical knowledge to enable more of them to be appointed to responsible posts in the administration and on the staff of the British Phosphate Commissioners. Concern was expressed lest the present system of direct payments by the Phosphate Commissioners to cover the expenses of the territorial administration might lead to the exercise of influence by the Commissioners on the budget of the territory. The Council noted the efforts being made to develop a fishing industry and to find suitable water supplies to increase the limited agricultural potential of the territory. It noted with satisfaction the progress that has been made in the provision of housing for Nauruans and in the field of public health, particularly the increase in the medical staff of the territory and the initiation of a campaign against tuberculosis. The Council commended Australia for the progress made in the educational field, for example, the recent reorganization of the primary schools, which is resulting in an improvement of teaching standards and of teacher training. The Council hoped that as additional students are educated the administering authority will accelerate the development in the territory of a full course of secondary education up to university matriculation standards.

Western Samoa

New Zealand administers the Trust Territory of Western Samoa, which consists of the two largest islands of the Samoan group and several smaller islands lying to the west of American Samoa with approximately 97,300 inhabitants. During the discussion of this area the Trusteeship Council noted with satisfaction that four Samoan elected members of the Legislative Assembly have been appointed by the High Commissioner to head the Departments of Agriculture, Lands, Education, and Health. It hoped for the early establishment of district councils. In general the Trusteeship Council commended New Zealand and the Samoan people for the harmonious manner in which they are cooperating toward the implementation of the constitutional reforms.

The Council noted with satisfaction that the first step of the plan for constitutional advancement has been successfully carried out and that the next steps will be taken in accordance with the established timetable. It noted that the timing of the next significant step, namely, a change in the status of the New Zealand representative and the assumption by the Head of State of the proper functions of that office, will subsequently be the subject of discussion between the new Government of Western Samoa and the Government of New Zealand.

The Council also approved of the measures taken for the economic development of the territory, particularly the construction of roads, the diversification of crops, pest control, and a geological and soil survey. It noted the inauguration of a trade training scheme to offset the shortage of skilled tradesmen and urged New Zealand to give special attention to the creation of favorable employment and salary conditions as an encouragement for skilled workers to remain in the territory. The Council noted improvements in public health conditions and that the major part of the campaign against yaws under the auspices of the World Health Organization and the U.N. Children's Fund had been completed. In the field of education the Council commended the administering authority for progress in extending facilities for secondary education and noted the statement that the administering authority will continue to provide adequate funds for scholarships to students who attend institutions of higher learning abroad.

Italian Somaliland

The Trust Territory of Somaliland under Italian administration covers an area of approximately 194,000 square miles along the eastern coast of the horn of Africa. This largely barren territory, which is inhabited by over 1¼ million people, mostly nomads, contains few known natural resources. It is unique among the trust territories in two respects: (1) it was never a League of Nations mandate, formerly having been an Italian colony, and (2) a date for independence is set for December 1960 in the Trusteeship Agreement. There is a U.N. Advisory Council resident in the territory.

At its 20th session the Trusteeship Council noted that 1956 had been a year of notable achievements and continued progress toward independence for which it commended both the administering authority, Italy, and the Government of Somalia. It expressed deep regret, however, over the assassination of the Egyptian representative on the U.N. Advisory Council and took note of the statement of the administering authority that those responsible for the crime will soon be brought to trial. The Council noted the preparations for the holding of general elections in 1958 for the first Constituent Assembly. It expressed the hope that in the interest of reducing the budgetary deficit the administering authority and the Government of Somalia will take all possible measures to scale down civil expenditure and to increase revenues.

The Council took note of the plans to rehabilitate the banana industry and to diversify agricultural production by encouraging the cultivation of cotton and ramie. It noted with satisfaction that the economic development plans are being implemented according to schedule, that the export of livestock has been trebled with the introduction of improved water supplies, and that the production of cereals and other food crops has been considerably increased. The Council noted with appreciation the progress achieved in the field of education, particularly the increase in the number of pupils attending primary and secondary schools.

Two of the basic problems facing the Territory of Somaliland were discussed at length by both the Trusteeship Council and the General Assembly. At its 20th session the Council examined the report of the mission of the International Bank for Reconstruction and Development (IBRD) to the territory and the observations on this report by the administering authority and the Government of Somalia from the viewpoint of financing economic development plans for Somalia after its independence. The Council noted that the territory will continue to require external technical and financial assistance for an indeterminate period and submitted for the Assembly's consider-

ation six possible ways of furnishing such assistance. The 12th General Assembly requested the Council to continue its study of the question in consultation with the administering authority and the Government of Somalia. For its part Italy promised to continue to explore with the Somalis all possible ways of meeting the requirements for a viable, independent Somalia and to submit a report thereon to the Council at its 22d session in 1958.

Negotiations on the frontier between the Trust Territory of Somaliland and Ethiopia were reopened in 1957, but the Governments of Ethiopia and Italy reported to the 12th General Assembly that they had not been able to resolve some of their main differences. The Assembly unanimously resolved, after pointing out the common interests involved and the urgency of this situation, that a final settlement can be achieved most expeditiously by a procedure of arbitration. The resolution recommended that the parties establish, if possible within 3 months, an arbitration tribunal consisting of three jurists to delimit the frontier in accordance with terms of reference to be agreed upon between the two governments with the assistance of an independent person to be appointed by agreement between them. The resolution further requested Italy and Ethiopia to report to the 13th General Assembly on measures taken by them to give effect to the resolution.

Ruanda-Urundi

The Trust Territory of Ruanda-Urundi is one of the most densely populated areas of Africa, with a population of over 4 million subsisting on a mountainous area of slightly over 20,000 square miles, and its birth rate is one of the highest in the world. Economic problems posed by this heavy and growing population density are among the most difficult faced by Belgium, the administering authority. At its 19th session early in 1957 the Trusteeship Council recommended that steps be taken to increase the area of farmland under cultivation, to generalize reliance on modern techniques, and to diversify agricultural production now excessively dependent on coffee as a cash crop. The Council also drew the attention of the administering authority to the need for the development of secondary industries utilizing locally produced raw materials and for the establishment of credit facilities that would enable more Africans to enter the commercial and industrial fields presently virtually reserved for Europeans and Asians.

One of the territory's principal political problems, in the Trusteeship Council's view, is its division into two separate areas, each with its own distinct "nationality" and institutions. At its 19th session

the Council again recommended that Belgium take all useful steps to develop a sense of unity in Ruanda-Urundi. The territory of Ruanda-Urundi is united administratively with the Belgian Congo of which it forms a Vice-Government General with a separate legal system. The Trusteeship Council noted with satisfaction recent measures taken by Belgium to increase the number of Africans on the Council of the Vice-Government General which it hopes will be transformed shortly into a territorial Legislative Assembly. At the same session the Council also applauded the introduction of adult male suffrage among the indigenous population and hoped that direct elections would be held as soon as possible for all councils in the territory.

Commenting on the administering authority's social policies, the Trusteeship Council cited the beginning of racial integration in schools and hospitals and expressed the hope that this policy would be pursued vigorously. The Council called again for an end to discriminatory curfew and travel restrictions. Among its more important observations on labor policy, the Council suggested that trade unions directly representative of the African workers be formed and that wages—which remain low in the territory—be brought up to the level of adjoining territories. Finally, the Council suggested expansion of the school system, coupled with the development of a systematic program of adult education.

During the year the fourth U.N. Visiting Mission went to Ruanda-Urundi. Its report will be submitted for consideration by the Trusteeship Council early in 1958.

Tanganyika

Tanganyika, under United Kingdom administration, is located on the east coast of Africa and is the largest of the trust territories, with an area of 326,000 square miles and an estimated African population of 8,205,000. Its very considerable agricultural and mineral resources, though largely underdeveloped, make this territory capable of great development. On the other hand, the multiracial character of the population, including significant European and Asian groups in addition to the large majority of Africans, complicates the problem of development.

In 1957 the Trusteeship Council again examined the administration of the territory and adopted a detailed series of comments and recommendations designed to encourage further progress. Note was taken of the statement by the representative of the administering authority that the policy of the United Kingdom in Tanganyika is a full and sufficient guarantee that the progressive development toward self-

government or independence will be democratic and that it will provide for the full participation of all sections of the population. A further statement was also noted that as the vast majority of the population are Africans, and as their educational, social, and economic progress continues, their participation in both the legislative and executive branches of government is bound to increase. The Council noted the further steps taken during the year in the constitutional development of the territory including the measures for the introduction of a ministerial system and the introduction of the elective principle for the designation by direct elections on the basis of a common roll of the representative members of the Legislative Council. The Trusteeship Council expressed the hope that the retention of separate representation on the basis of parity among the races in the Legislative Council would be only temporary and stressed the desirability of progressively broadening the franchise.

In the economic field the Council commended the United Kingdom for the assistance and encouragement given to diversifying the export trade and expressed the hope that the administering authority would explore all other possible sources of capital including the International Bank for Reconstruction and Development. As one method for developing the territory economically, the Council suggested the encouragement of local capital investment. In the social field the Council noted the efforts of the administering authority to eradicate all forms of racial discrimination. It again urged the administering authority to take steps to unify and expand the educational system as soon as practicable.

Cameroun Under French Administration

The Trust Territory of the Cameroun under French administration, with a population of more than 3 million, received a new political Statute during the year following continued disturbances during the election of December 1956.

At its 19th session (March 14–May 15, 1957) the Trusteeship Council noted with regret that incidents had marred the 1956 elections in the Sanaga-Maritime region and requested a detailed account of the disturbances as well as an account of the measures taken to restore normal conditions in the area. The Council at the same time commended France for the introduction of the new Statute establishing the State of the Cameroun under trusteeship which represents an important step toward the attainment of the objectives of trusteeship, i.e., self-government or independence. It noted that the Statute establishes a Legislative Assembly in the territory based upon

universal suffrage, that a large measure of internal autonomy is now granted to the territory, and that Cameroun citizenship is established for the indigenous inhabitants. The Council also noted with approval that the Territorial Assembly, whose members were elected by direct universal suffrage, had accepted the Statute. The Council applauded the appointment of 60 Cameroun nationals to high administrative posts in the administration. During Council discussion of the new reforms the U.S. representative congratulated the administering authority on actions taken to apply the *loi-cadre* of 1956, a spearhead for political reform which has been applied to other French territories in Africa, and stated that in some respects the French parliament had actually delegated to the Cameroun authorities more power than the Territorial Assembly had suggested.

As a result of falling world prices in 1957 the terms of trade moved drastically against the Cameroun with its economy dependent on agriculture, cattle raising, and forestry. Measures of financial stringency proved necessary. The Trusteeship Council accordingly reiterated the need for the development of a more balanced and diversified economy. The Council also commended France for steps taken to foster local capital accumulation but pointed out that African participation in commerce and industry, while increasing, remained relatively small.

In the social and educational fields the Trusteeship Council stressed the need for concrete measures to develop a homogeneous society and requested continuation of steps already taken by the administering authority to improve the status of women. It also commended France for introducing a social security system, including family pensions for workers as well as prenatal, maternity, and birth allowances.

Cameroons Under British Administration

The West African Trust Territory of the Cameroons under British administration consists of two long mountainous sections of country on the Eastern frontier of Nigeria which extend from Lake Chad to the Atlantic Ocean and are separated from each other by a gap of about 45 miles. The territory covers an area of 34,081 square miles within which resides an ethnically diversified indigenous population of approximately 1,500,000—of whom 720,000 reside in the north and 760,000 in the south. Under the Nigerian Constitution of 1954 the Southern Cameroons became a quasi-federal territory within the Federation of Nigeria with its own legislature and Executive Council, while the Northern Cameroons remained a part of Northern Nigeria and gained increased representation in the legislature of the Northern Region of Nigeria.

As a result of a Nigerian constitutional review conference which was held in London in May and June 1957, the term "quasi-federal territory" was dropped and thereafter the territory was to be known as the "Southern Cameroons." In addition, the elected membership of the House of Assembly was increased, and a House of Chiefs with 20 members was established. The Executive Council, as the principal instrument of policy for the Southern Cameroons, now has an unofficial majority of whom one is titled the Premier and the others are Ministers. The Northern Cameroons decided at the conference to remain part of the Northern Region of Nigeria. With respect to a final decision as to the future of the territory, the British Colonial Secretary emphasized that the people of the Cameroons would be able to decide for themselves before final independence (probably in 1961) whether to unite with an independent Nigeria or to continue under trusteeship. The Trusteeship Council observed with satisfaction the effective functioning of the new Constitution, the development of political parties, the revision of the regulations for elections to the Southern Cameroons House of Assembly, and the use of the secret ballot. It further expressed the hope that, as women became more active in community life, the franchise might be broadened to provide for universal adult suffrage. The Council also noted further progress in the economic field and expressed confidence that, in encouraging foreign private investment in the territory, regard would continue to be paid to the interests of the people of the Cameroons. It noted with approval the steps taken to develop production of tea, coffee, and cotton and the attention and assistance given to the cooperative movement in both parts of the territory. The Council recommended efforts in the social field to encourage the continuance of community development projects in the north and the development of closer relationships between the peoples of the north and south. It also called for increased attention to be paid to the development and expansion of medical services. It pointed out that further legislation would lead to the complete abolition of the penalty of corporal punishment. The Council also noted the expansion of school facilities generally and the further education of girls and was concerned with the pace of educational advancement, particularly that of teachers.

Togoland

French-administered Togoland lies between Ghana and the French West African territory of Dahomey. It is approximately the size of West Virginia and has slightly more than a million inhabitants. The current issue concerning French Togoland is the territory's

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political future, an issue which may be resolved in 1958 with the election of a new Legislative Assembly which will be asked by the administering authority to pronounce on the early termination of the Trusteeship Agreement.

At its 19th session the Trusteeship Council waived the formulation of political observations pending receipt of the report by the six-man commission appointed by the President of the General Assembly early in 1957 to investigate the situation in the territory. In the economic and social fields, however, the Council noted the encouraging results obtained under the current development plan and expressed the hope that industrialization and mining development would be stressed. The Council also applauded land registration measures taken by the administering authority and noted general improvements in real standards of living of the inhabitants.

The United Nations Commission to Togoland—chaired by Ambassador Charles King of Liberia and including representatives of Canada, Denmark, Guatemala, the Philippines, and Yugoslavia—issued a generally favorable report in September 1957. The Commission's general conclusion was that "while there are still important restrictions [on Togoland sovereignty] by virtue of the retention of certain specified powers and competences by the Administering Authority, the Statute . . . represents a very significant step in the achievement of the objectives of Article 76 of the Charter and of the Trusteeship Agreement. . . ." In consequence, the Commission report continued, "Togoland possesses a large measure of internal autonomy or self-government. . . ." At the same time, the Committee concluded, the "future political evolution of the status of the Territory should be left open to be decided in accordance with the wishes of the Togoland people."

The Trusteeship Council considered this question at its 7th special session in September 1957. A U.S. draft resolution, commending the administering authority for broadly interpreting the Statute of August 24, 1957—the *loi-cadre*—and recommending the report of the U.N. Commission to Togoland as a useful and comprehensive basis for further General Assembly consideration, was adopted by the Council by a vote of 9 to 0, with 5 abstentions (Burma, Guatemala, India, Syria, and the U.S.S.R.).

The Council's report was considered by the General Assembly later in the year. A compromise resolution supported by the United States and France noted that the Togoland Legislative Assembly to be elected in 1958 by universal adult suffrage would be asked to formulate proposals for the early termination of the trusteeship and provided for U.N. supervision of these elections. Ambassador Max Dorsinville of Haiti was elected U.N. Commissioner to supervise the

elections. He will report in 1958 to the Trusteeship Council on the organization, conduct, and results of the elections, as well as on any wishes expressed by the new Assembly regarding termination of the Trusteeship Agreement.

NON-SELF-GOVERNING TERRITORIES OTHER THAN TRUST TERRITORIES

In chapter XI of the U.N. Charter, members who have or who assume responsibility for the administration of territories whose peoples have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount and accept as a sacred trust the obligation to promote their well-being. To this end members also agree to transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social, and educational conditions in the territories for which they are responsible other than trust territories, for which more comprehensive reports are required. In addition to the technical information referred to in the U.N. Charter, the United States has made it a practice to submit voluntarily political information on its territories, as have some other administering members. The information submitted by members administering territories is summarized and analyzed by the Secretariat and then studied by the Committee on Information from Non-Self-Governing Territories which reports to the General Assembly each year.

Committee on Information From Non-Self-Governing Territories

The Committee on Information, which was established at the 1st session of the General Assembly in 1946, was last renewed by the 10th General Assembly in 1955 for a 3-year period. Its membership consists of the 7 members who transmit information on non-self-governing territories (Australia, Belgium, France, the Netherlands, New Zealand, the United Kingdom, and the United States) and an equal number of nonadministering members elected for 3-year terms by Committee IV on behalf of the General Assembly. The 7 nonadministering members during the 1957 session of the committee were Ceylon, China, Guatemala, India, Iraq, Peru, and Venezuela. The term of Peru expired at the end of 1957 and Committee IV (Trusteeship and Non-Self-Governing Territories) elected Brazil to fill this vacancy.

The committee's terms of reference, fixed by the General Assembly, instruct it to submit to regular General Assembly sessions reports containing such procedural recommendations as it may deem fit and such general substantive recommendations as it may deem desirable relating to economic, educational, and social conditions in the territories, but not with respect to individual territories.

Generally speaking the members not administering territories have favored the establishment of a permanent committee with broader terms of reference than this committee now has, while the administering members have generally maintained that in principle the committee is not provided for in the Charter and has no right to exist.

Basing its action on this point of view, Belgium has refused to participate in the committee's deliberations since 1952, although it has continued to transmit information to the Secretary-General. France and the United Kingdom have cooperated with the committee, making it clear, however, that they have done so only because this is the wish of the majority of the General Assembly and on the condition that the terms of reference of the committee would not be widened. The United States has supported its continuation as we believe the committee serves as a useful forum for studying and discussing conditions in the territories and provides a meeting ground for those members administering territories and those who do not.

At its 1957 session the committee concentrated its efforts, as is its custom every third year, on the field of economic conditions in the territories and produced a special report on this subject.

This special report was drafted by a subcommittee consisting of representatives of Ceylon, China, France, Guatemala, India, the Netherlands, the United Kingdom, and the United States under the chairmanship of the representative of India. The subcommittee had before it various studies prepared by the U.N. Secretariat, the Food and Agriculture Organization, and the United Nations Educational, Scientific and Cultural Organization as well as summaries of the information that had been transmitted by the administering members relating to economic conditions in their territories up to the end of 1955 and in some cases up to mid-1956.

In addition to a general consideration of economic conditions in the territories, the subcommittee dealt with economic development plans for the territories, external trade, industrialization, the rural economy, social aspects of economic development, the impact of international and regional cooperation, and the possible effects upon associated territories of the treaty establishing the European Economic Community.

The report endorsed the concept previously stated in a similar 1954 report "that the fundamental aim of economic policy is to develop

the Territories in the interest of all sectors of the population, to raise the standards of living by increasing individual real purchasing power, and to increase the total wealth of each Territory in order to make possible higher standards of social services and administration." The report noted in this connection that generally administering members reported substantial economic progress in real terms over the past 4 years but cautioned that it is uncertain in many cases to what extent the indigenous rural communities, which form at least 90 percent of the population of the territories, are benefiting from the economic expansion that is taking place.

Resolutions on Non-Self-Governing Territories Dealt With by the Twelfth General Assembly

Committee IV (Trusteeship) of the 12th General Assembly adopted five resolutions dealing with non-self-governing territories; these concerned (a) voting procedures to be followed in connection with resolutions on non-self-governing territories; (b) the special report on economic conditions in the territories prepared by the Committee on Information; (c) the effect which the European Economic Community may have on associated non-self-governing territories; (d) the transmission of information under article 73(e) of the Charter; and (e) scholarships for students from non-self-governing territories. Three of these resolutions were later adopted by the General Assembly in plenary session.

(a) The resolution of Committee IV on voting procedures requested Committee VI (Legal) to consider and give an opinion to Committee IV on (1) what voting majority is applicable to resolutions of the General Assembly on matters concerning non-self-governing territories; and (2) considering that matters concerning non-self-governing territories are not enumerated in article 18(2) of the U.N. Charter as automatically requiring a two-thirds majority for adoption, would it be in accordance with the terms of the Charter to submit resolutions on non-self-governing territories to a two-thirds vote if an additional category to that effect has not been established beforehand under the terms of article 18(3)?

The past voting record in plenary session of the Assembly on non-self-governing territory items has not been consistent on this point, and the sponsors of this resolution stated that they wished to clarify the question definitively by means of this resolution. The resolution was adopted by Committee IV by a vote of 32 to 29, with 12 (U.S.) abstentions. The U.S. delegation abstained on the question of refer-

ring the matter to Committee VI because, while the United States believed that the past practice in the Assembly of deciding the importance of non-self-governing territories' questions (and hence the applicability of the two-thirds majority rule) on the merits of each individual item has been satisfactory, we had no serious objection to obtaining the opinion of the Legal Committee on the question.

Committee VI decided unanimously on December 2, 1957, to give no opinion on this matter at the 12th General Assembly, noting that the Assembly had already disposed of the item (the transmission of information) in connection with which Committee IV had requested its advice. (See also Part IV, pp. 233–234.)

(b) A resolution was adopted by the General Assembly by a vote of 62 (U.S.)–1–0 approving the special report on economic conditions in the non-self-governing territories prepared by the Committee on Information.

(c) A resolution was introduced by 19 members inviting the administering members concerned to transmit to the Secretary-General information on the association with the European Economic Community of the non-self-governing territories under their administration and requesting the Secretary-General to prepare for the next session of the Assembly a report on developments connected with the association of non-self-governing territories with the European Economic Community. This resolution reflected the concern which many of the nonadministering members had expressed in the Committee on Information, in the special report on economic development, and in Committee IV debate about possible effects of the European Economic Community on territories to be associated with it. They felt that the Community might retard industrialization and economic development and lead to the integration of the territories into an economic system in which they might be largely limited to the furnishing of primary products.

The five U.N. member signatories of the treaty establishing the European Economic Community (France, Italy, the Netherlands, Belgium, and Luxembourg) expressed their strong objection to discussion of this matter at the 12th General Assembly and reserved their positions on the consequences of the resolution adopted, maintaining that, since the treaty had not yet been ratified by some signatories and that since its effects on associated territories would not be apparent for some time, discussion of the matter was premature. The resolution was adopted by the Assembly by a vote of 57 to 12 (U.S.), with 9 abstentions. The U.S. delegation expressed its support for the European Economic Community and the hope that the treaty would prove beneficial to the economies of the associated territories

but voted against the resolution because it felt that discussion of the effects of the treaty should be left to the Conference of the General Agreement on Tariffs and Trade.

(d) A resolution dealing with the transmission of information from non-self-governing territories was introduced by 17 members. The resolution invited the Secretary-General to prepare a summary of opinions regarding the question of the transmission of information on territories under article 73(e) of the Charter and provided for the establishment of a six-member committee to study the Secretary-General's summary, to consider the question of transmission of information, and to report on the results of its study to the next regular session of the General Assembly.

A somewhat similar proposal had been introduced and narrowly defeated at the 11th General Assembly. This year's resolution, like last year's, was apparently inspired in large part by the position taken by Portugal, since its admission as a member of the United Nations in 1956, that it has no territories falling under the provisions of article 73. Many nonadministering members felt that this reply amounted to an evasion of a Charter obligation by Portugal and led them to seek to obtain more clearly defined criteria for determining what constitutes a non-self-governing territory within the meaning of article 73 of the Charter.

After a heated debate in which Iraq, Guatemala, and India played perhaps the leading roles for the proponents, and in which Portugal led the opposition, Committee IV adopted this resolution by a vote of 42 to 27 (U.S.), with 8 abstentions. After further debate the General Assembly in plenary session decided by a vote of 38 (U.S.) to 36, with 7 abstentions, to consider this resolution an important question within the meaning of article 18(2), requiring a two-thirds majority for adoption. The resolution then failed to obtain the required two-thirds majority in the plenary, the final vote being 41 to 30 (U.S.), with 10 abstentions. The United States opposed the resolution on the ground that it was unlikely to produce any constructive result.

(e) Finally, the Assembly adopted by a vote of 74 (U.S.) to 0, with 3 abstentions, a draft resolution recommended to it by the Committee on Information requesting members to process applications for scholarships from inhabitants of non-self-governing territories with all possible speed, requesting the Secretary-General to give such assistance as is possible to applicants, inviting members offering scholarships to inform the Secretary-General of the use made of them, and requesting the Secretary-General to report annually to the Assembly on action taken as a result of this resolution. The U.S. delegation supported this resolution.

SCHOLARSHIP PROGRAMS FOR STUDENTS FROM TRUST AND NON-SELF-GOVERNING TERRITORIES, 1957

At the close of 1956 the U.S. Government informed the U.N. Secretary-General and inhabitants of trust territories through our posts abroad that five scholarship awards would be made available during 1957 for study in the United States by students from such territories. The awards were made available under Public Law 402, 80th Congress (Smith-Mundt Act). It was possible also to make available three more additional awards for this purpose during the year. Scholarships were therefore awarded as follows: three to students from the Cameroons under British administration; one to a student from Somaliland under Italian administration; one to a student from Tanganyika under British administration; and three to students from Western Samoa under New Zealand administration. In addition, scholarships granted previously were partially renewed for two students from the Cameroons under British administration, two from Somaliland under-Italian administration, and one from Togoland under French administration. Scholarship awards include funds for necessary travel, maintenance, orientation, and tuition for the academic year.

Toward the end of 1957 the United States again informed the U.N. Secretary-General that five scholarship awards for the academic year 1958–59 had been allocated for study in the United States by students from trust territories. We hope that it may be possible to increase these awards during the year if surplus funds become available from other programs as they did during 1957.

In December 1956 the United States informed the Secretary-General of the status of scholarships for study and training in the United States and Puerto Rico for students from non-self-governing territories for the school year 1956–57. At an April 1957 meeting of the Committee on Information from Non-Self-Governing Territories, the U.S. delegation presented current statistics on this subject. It was explained at this time that 15 scholarships had been awarded to such students under the State Department's International Educational Exchange Service for this period and that some 200 grants, chiefly for training in Puerto Rico, had been made for the same period under the training program of the International Cooperation Administration for non-self-governing territories.

SOUTH-WEST AFRICA

In 1957, for the twelfth time, the General Assembly discussed the question of South-West Africa, a former German colony which was placed under the administration of the Union of South Africa as a League of Nations mandate following World War I. South-West Africa is the only formerly mandated territory not having attained its independence that has not been placed under the International Trusteeship System. The 12th General Assembly considered various aspects of the question of the territory's status and adopted six resolutions on the subject. The principal resolution, adopted October 25, 1957, marked a new approach to the problem. This resolution, which was the result of an initiative taken by the chairman of Committee IV, provided for the establishment of a Good Offices Committee on South-West Africa consisting of the United States, the United Kingdom, and a third member (later designated as Brazil) to be nominated by the President of the 12th General Assembly "to discuss with the Government of the Union of South Africa a basis for an agreement which would continue to accord the territory of South West Africa an international status." This resolution was adopted by a vote of 50 (U.S.) to 10, with 20 abstentions, the Soviet bloc and Burma voting against the resolution. The Good Offices Committee, to which Walter N. Walmsley, Deputy Assistant Secretary of State for International Organization Affairs, was designated as the U.S. representative, was requested to submit to the 13th General Assembly a report on its activities for examination and decision by the Assembly in accordance with the U.N. Charter.

Another important resolution of the 12th Assembly was adopted October 25, 1957, by a vote of 55 to 3, with 17 (U.S.) abstentions. It postponed to the 13th General Assembly consideration of the special report which the Committee on South-West Africa submitted in 1957 regarding what legal action was open to insure the fulfillment by the Union of South Africa of its obligations under the mandate. Under the terms of this resolution the Committee on South-West Africa was, however, requested in the meantime to consider further the question of securing from the International Court of Justice advisory opinions with regard to the administration of the Territory of South-West Africa. The committee was also requested to make recommendations in its next report concerning acts of the administration on which a reference to the Court might usefully be made as to their compatibility with article 22 of the Covenant of the League of Nations, the mandate of South-West Africa, and the Charter of the United Nations.

This resolution was the outgrowth of the special report rendered pursuant to the resolution of the 11th General Assembly by the Committee on South-West Africa. The committee had considered what legal action was open to the organs or members of the United Nations or to former members of the League of Nations, acting either individually or jointly, to insure that the Union of South Africa fulfills the obligations assumed by it under the mandate.

As a result of these two resolutions, one establishing the Good Offices Committee and the other continuing consideration of possible legal action against the mandatory power, the question of South-West Africa has been given a fresh impetus in U.N. attempts to find a solution for this long-standing problem.

WORK OF THE REGIONAL COMMISSIONS

The United States participates in two regional commissions which are not integral parts of the U.N. organization but cooperate closely with the United Nations and its Specialized Agencies on regional matters. The member governments of the Caribbean Commission, in addition to the United States, are France, the Netherlands, and the United Kingdom. The South Pacific Commission is composed of the same four governments in addition to Australia and New Zealand.

U.S. participation in these two organizations is based on our interests in the Commonwealth of Puerto Rico and the Virgin Islands of the United States, Guam, American Samoa, and the Trust Territory of the Pacific Islands. The Commissions are advisory and consultative bodies on economic and social matters to the participating governments and to the 32 local governments in the regions. Each Commission is assisted by two auxiliary bodies, a research council and a regional conference of local representatives. Permanent secretariats are maintained at Port-of-Spain, Trinidad, for the Caribbean Commission, and at Nouméa, New Caledonia, for the South Pacific Commission.

Caribbean Commission

The Caribbean Commission held two regular meetings in 1957, the 24th in St. Thomas, May 22–27, 1957, and the 25th in Curaçao, November 23–29, 1957. The 7th session of the West Indian Conference was held November 11–22 in Curaçao. During 1957, as for the past several years, the Commission concentrated its activities in the fields of agricultural and industrial development, low-cost housing, and basic education. The Commission carried out its activities

principally through a series of technical conferences and technical assistance projects.

The 7th session of the West Indian Conference had as its theme "Cooperatives, including the cooperative aspects of agricultural credit and low-cost housing." Recommendations included the establishment of a cooperative technical advisory body in the Caribbean, a bank for cooperatives, and the coordination and pooling of all available technical resources in order to facilitate the expansion of information on cooperatives.

A technical conference on demographic problems of the area was held in Trinidad from July 25 to August 2, 1957. A banana demonstration project was held in Jamaica for government officials, banana breeders and growers, technical workers, and exporters. This project was one of a series sponsored by the Commission to demonstrate the development of techniques in the production and marketing of tropical agricultural products.

The consultative, advisory, and informational services of the secretariat were used increasingly in 1957 by governments and businessmen of the area. The Plant and Animal Diseases Reporting Services continued to supply cabled information on the outbreak of diseases among plants and animals. Regular informational and educational services in the Caribbean were maintained through a weekly radio broadcast in the four principal languages of the region and through the publication of a monthly magazine devoted to educational, technological, and cultural development in that region.

The urgency of revising the agreement establishing the Caribbean Commission was brought to the attention of the Commission by the West Indian Conference, whose delegates recommended that an *ad hoc* committee should meet by July 1958 and that a conference of representatives of the area should meet not later than November 1958 to draft a proposed revision.

The Commission cooperated with the International Cooperation Administration (ICA) and the Government of the Commonwealth of Puerto Rico in awarding 125 scholarships in the field of technical vocation at vocational schools in Puerto Rico. Two government experts on assignment to the Caribbean area from ICA advised and assisted local governments in the construction of low-cost housing. The Food and Agriculture Organization (FAO) and U.N. Educational, Scientific and Cultural Organization(UNESCO) loaned experts to the Commission in the fields of agricultural credit, community education, and fisheries. The UNESCO consultant on education established within the secretariat of the Commission a clearinghouse for instructional material relevant to the Caribbean area.

South Pacific Commission

From April 30 to May 8, 1957, the six participating governments of the South Pacific Commission held a review conference at Canberra to appraise the work accomplished by the Commission and to adopt policies and plans for its future. Forty-six recommendations were adopted by the conference dealing with the Commission's work program, membership, and organization of the South Pacific Research Council, the South Pacific Conference, financial and administrative matters, and relationships with other international bodies. Forty-five of the recommendations were approved by the participating governments prior to the Commission's 17th session, which was held at Nouméa, New Caledonia, from October 19 to November 6, 1957.

As a result of the review conference's conclusions on the work program, the Commission is concentrating its efforts on a limited number of projects of practical value to the territories. The Commission will concentrate in the economic field on fisheries, the introduction of new plants, and on the pests and diseases of plants and animals; in the social field on the promotion of literature, education, and "aided-self-help" projects; and in the health field on mosquito-borne diseases, health education, and nutrition.

The projects are being carried out in close cooperation with territorial administrations and the island peoples.

Twenty-five trainees from territories within the scope of the Commission attended a 13-week fisheries training course held at Nouméa from November 19, 1956 to February 2, 1957. The purpose of the course, which was cosponsored by the Food and Agriculture Organization, was to train islanders in basic knowledge of fisheries and related skills. The handling, transporting, processing, and marketing of fish, fish cultivation and conservation, repairing and installing of marine engines, fishing gear, etc., were among the subjects discussed and demonstrated. The course was directed by the Commission's fisheries officer with the aid of a codirector furnished by FAO.

A health education training course for Pacific Islanders was held at Nouméa from July 1 to August 21, 1957. Thirty-nine health workers and teachers from Pacific territories and two guest trainees, an African from Uganda and an aborigine from the Northern Territory of Australia, attended this course which was cosponsored by the Commission and the World Health Organization (WHO). A WHO health education specialist is conducting investigations in the Pacific territories and assisting territorial administrations with their health education programs. During the last part of the year the specialist

visited the British Solomon Islands Protectorate and the sections of New Guinea administered by the Netherlands and Australia.

A plant introduction officer commenced work with the Commission in 1957. This project is primarily concerned with introducing and distributing new varieties of economic plants into territories. The crops for introduction are limited to cacao, root and green vegetables, breadfruit, coffee, pepper, bamboo, and forage and pasture plants. Assistance to the Naduruloulou Plant Introduction and Quarantine Station, which is the main station for assembling and distributing varieties to the territories, was continued. A committee of expert plant collection and introduction specialists was established to advise the Commission on important problems.

The South Pacific Commission Literature Bureau continued its work of preparing, producing, and distributing simple publications, books, and leaflets suitable for territorial use. The Bureau's specialist officers during 1957 visited the British Solomon Islands Protectorate, Guam, and the Trust Territory of the Pacific Islands. Seven territories in the Pacific area have now organized literature promotion committees in order to further the work of the Bureau in their respective areas.

The cooperatives officer prepared cooperative guides, booklets, posters and calendars for the territorial administrations during 1957. Field surveys were made to the Gilbert and Ellice Islands, the Cook Islands, the British Solomon Islands Protectorate, the Trust Territory of the Pacific Islands, and the sections of New Guinea administered by Australia and the Netherlands. A monthly news letter is prepared and circulated to territorial administrations.

Thomas Richard Smith (New Zealand), formerly Secretary of the Government of Western Samoa, was elected Secretary General by the Commission at its October session. Mr. Smith will assume his duties at the headquarters in early 1958.

PART IV

Legal and Constitutional Developments

There are reviewed in this section of the report the legal and constitutional developments which occurred in those U.N. bodies particularly concerned with legal matters—the International Court of Justice, the International Law Commission, and Committee VI of the General Assembly.

Legal and constitutional questions in the United Nations are not, however, confined to these three bodies alone. Such questions frequently arise in connection with matters being considered by or in relation to the functioning of other organs, commissions, and committees of the United Nations. In the Security Council legal questions have been involved in the Council's consideration of the India-Pakistan question, the positions assumed by the two parties to the dispute having been determined to a large degree by their differing views as to the legality of the accession of the state of Jammu and Kashmir to India. In dealing with the Palestine question the Security Council has had to take into account the rights and obligations of the parties as set out in the several armistice agreements between Israel and the neighboring Arab states. Questions of the interpretation of the U.N. Charter, in particular its domestic jurisdiction and human rights provisions, have been important features of the General Assembly consideration of the items relating to the policies of *apartheid* of the Government of the Union of South Africa. In Committee IV of the General Assembly the action taken with respect to the territory of South-West Africa has been largely determined by a consideration of the present legal status of the territory and the obligations of the mandatory power with respect to that territory. Legal questions also played an important part in Committee IV consideration of the item relating to the frontier between the Trust Territory of Somaliland under Italian administration and Ethiopia, as well as the item regarding the future of Togoland under French administration.

INTERNATIONAL COURT OF JUSTICE

During 1957 proceedings in six contentious cases were begun before the International Court of Justice. In one contentious case the Court found itself without jurisdiction, and in another proceedings were continued after the Court had delivered its judgment on preliminary objections which had been raised to its jurisdiction.

The Court delivered no advisory opinions in 1957, and no requests for advisory opinions were made to the Court.

Contentious Cases

CASE OF CERTAIN NORWEGIAN LOANS

In its judgment delivered on July 6, 1957, in the *Case of Certain Norwegian Loans*, the Court found that it was without jurisdiction to adjudicate upon the dispute. This case had been begun on July 6, 1955, by application of the French Government instituting proceedings against Norway and involved a dispute regarding the payment of various Norwegian loans issued in France during the latter part of the 19th and the beginning of the 20th centuries. The loans contained a gold clause, and the French Government sought a determination by the Court as to the manner in which the borrower should discharge the substance of his debt. In its application the French Government invoked the acceptances of the Court's compulsory jurisdiction deposited under article 36 (2) of the Statute of the Court by Norway on November 16, 1946, and by France on March 1, 1949. In response to this application the Norwegian Government filed a document setting out four preliminary objections to the Court's jurisdiction. In its first objection the Norwegian Government maintained that the subject of the dispute was a matter of Norwegian municipal law and that it did not fall within any of the categories of disputes enumerated in article 36 (2) of the Statute. The Norwegian Government further relied upon the reservation in the French declaration relating to domestic jurisdiction, which reads as follows: "This Declaration does not apply to differences relating to matters which are essentially within the national jurisdiction as understood by the Government of the French Republic." The Norwegian declaration contains no such provision. With the consent of the parties the Court ordered the preliminary objections joined to the merits. After all written pleadings had been filed, oral hearings were held in May 1957.

In its judgment finding that it was without jurisdiction, the Court based its decision completely upon the reliance by the Norwegian Government on the reservation in the French declaration quoted

above. The Court observed that its jurisdiction in the case depended upon the declarations made by the parties under article 36 (2) of the Statute, on condition of reciprocity. It noted that the French declaration accepted the Court's jurisdiction within narrower limits than the Norwegian declaration and that "consequently, the common will of the parties, which is the basis of the Court's jurisdiction, exists within these narrower limits indicated by the French reservation." The Court, noting that the validity of the reservation had not been questioned by the parties, did not consider that it should examine whether the French reservation was consistent with the undertaking of a legal obligation and is compatible with article 36 (6) of its Statute, under which the Court is empowered to settle disputes as to its jurisdiction. The Court concluded that the Norwegian Government was entitled, by virtue of the condition of reciprocity, to invoke the reservation contained in the French declaration and that consequently the Court was without jurisdiction. The Court's decision was reached by a vote of 12 to 3.

THE INTERHANDEL CASE

On October 1, 1957, proceedings were instituted by Switzerland against the United States of America seeking return of the assets claimed to belong to the Interhandel Company, in particular about 90 percent of the shares of the General Aniline and Film Corporation, which had been seized by the United States in 1942. The question of the disposition of these shares had been under litigation in the U.S. courts since 1948, Interhandel having brought suit to obtain their return. At the time proceedings were instituted by the Swiss Government before the International Court of Justice, there was pending before the U.S. Supreme Court a petition to review a decision of the court of appeals affirming an order by the district court dismissing the complaint of Interhandel. In its application the Government of Switzerland cited the declarations accepting the compulsory jurisdiction of the Court which had been deposited by the United States and Switzerland under article 36 (2) of the Statute of the Court. On October 3, 1957, the Swiss Government requested that the Court indicate certain interim measures of protection designed to prevent the sale by the U.S. Government of the shares of the General Aniline and Film Corporation so long as the proceedings in the case were pending. On October 11, 1957, the U.S. Government filed with the Court a preliminary objection in which was expressed the determination by the U.S. Government that the sale or other disposition of the shares of General Aniline and Film Corporation was a matter essentially within the domestic jurisdiction of the

United States. The preliminary objection referred to the domestic jurisdiction reservation as contained in the U.S. declaration accepting the Court's compulsory jurisdiction and concluded by stating the refusal of the United States "to submit the matter of the sale or disposition of such shares to the jurisdiction of the Court." Hearings on the request for the indication of interim measures were held on October 12 and 14, 1957, during which the United States maintained the position set out in its preliminary objection. On October 14, 1957, the U.S. Supreme Court granted the petition of Interhandel to review the decision of the court of appeals affirming the dismissal of Interhandel's complaint. This action of the U.S. Supreme Court was brought to the attention of the Court by letter from the U.S. Ambassador in which was included the statement that "the Government of the United States of America is not taking action at the present time to fix a time schedule for the sale of such shares."

By its order of October 24, 1957, the Court found that there was no need to indicate interim measures of protection. In its order the Court referred to the fact that the United States had invoked the domestic jurisdiction reservation of its declaration, and the Court expressed the view that the examination of the U.S. contention required application of a different procedure from that applicable to requests for the indication of interim measures. The Court observed that if the U.S. contention were maintained it would be dealt with in due course in accordance with the procedure laid down in the Court rules for dealing with preliminary objections, and it noted that its decision regarding the request for indication of interim measures in no way prejudged the question of the Court's jurisdiction to deal with the merits of the case. The Court then considered the Swiss request that the U.S. Government not sell the shares of General Aniline and Film so long as the proceedings were pending and concluded that, in view of the judicial proceeding pending in the United States and the fact that a sale of the shares would be conditional upon a judicial decision rejecting the claims of Interhandel, the circumstances did not require the indication of the provisional measures envisaged in the request of the Swiss Government.

In a separate order of the same date the Court set the time limits for filing the first two written pleadings in the case, the memorial of the Swiss Government on January 31, 1958, and the counter-memorial or any preliminary objections of the U.S. Government on March 3, 1958.[1]

[1] In response to a joint application of the parties requesting an extension of these time limits, the acting president of the Court on Jan. 15, 1958, extended to Apr. 1, 1958, the date for filing the Swiss memorial and to June 16, 1958, the date for filing the U.S. counter-memorial or preliminary objections.

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CASE CONCERNING RIGHT OF PASSAGE OVER INDIAN TERRITORY

On November 26, 1957, the Court delivered its judgment on the preliminary objections which had been raised to its jurisdiction in the *Case Concerning Right of Passage Over Indian Territory.* This case, which had been instituted by Portugal against India on December 22, 1955, involves a dispute between Portugal and India concerning the right of passage claimed by Portugal over Indian territory between the territory of Daman and the enclaved territories of Dadrá and Nagar-Aveli. In its application instituting proceedings in the case the Government of Portugal cited as the basis for the Court's jurisdiction the declaration of the Government of India of February 28, 1940, which was deposited with the Permanent Court of International Justice. By its declaration of December 19, 1955, the Portuguese Government had also recognized the compulsory jurisdiction of the Court. After the memorial of the Government of Portugal had been filed, the Indian Government, instead of filing a counter-memorial, filed a preliminary objection in which the Government of India asked the Court to declare itself without jurisdiction on one or more of six grounds which were advanced. Written observations and submissions on the preliminary objection were filed by the Portuguese Government, and oral hearings were held during the latter part of September and early October 1957.

In its judgment the Court considered each of the six separate preliminary objections which had been raised by India. The Court rejected four of the objections and joined two to the merits.

In its first preliminary objection the Indian Government argued that the Portuguese declaration of December 19, 1955, recognizing the Court's compulsory jurisdiction should be held invalid because one of the conditions attached to this declaration was incompatible with the object and purpose of article 36 of the Court's Statute under which the Portuguese declaration had been made. According to the third condition included in its declaration, the Government of Portugal "reserves the right to exclude from the scope of the present Declaration, at any time during its validity, any given category or categories of disputes, by notifying the Secretary-General of the United Nations and with effect from the moment of such notification." The Court observed that any notification by Portugal under this condition could not have retroactive effect but would apply only to disputes brought before the Court after the date of notification. The Court also rejected the argument that the condition in question introduced a state of uncertainty as to the reciprocal rights and obligations of other states that had deposited declarations under article 36. The Court expressed the view that the position under

the third Portuguese condition was substantially the same as that created by the right claimed by many states having deposited declarations under article 36 to terminate their declarations by simple notification without any obligatory period of notice. The Court was further of the view that the Portuguese third condition was consistent with paragraph 2 of article 36 of the Court's Statute which provides for declarations "in relation to any other State accepting the same obligation." The Court noted that the phrase "same obligation" meant "no more than that, as between States adhering to the Optional Clause, each and all of them are bound by such identical obligations as may exist at any time during which the Acceptance is mutually binding." The Court then concluded that the Portuguese third condition was not inconsistent with the Court's Statute and so dismissed the first Indian objection.

In its second objection the Indian Government argued that because the Portuguese application of December 22, 1955, had been filed before a reasonable time had elapsed after the deposit of the Portuguese declaration of December 19, 1955, the filing of the application violated the equality, mutuality, and reciprocity to which India was entitled under the condition of reciprocity in its declaration and that consequently Portugal was not entitled to invoke the Indian declaration as a basis for the Court's jurisdiction. In rejecting this contention the Court considered that the contractual relation between the parties depositing declarations and the compulsory jurisdiction of the Court resulting therefrom are established by the fact of the making of the declaration. The Court pointed out that the legal effect of a declaration does not depend upon subsequent action or inaction of the Secretary-General in transmitting copies of the declaration to the parties to the Statute. The Court could further find no right of India under the Statute which had been violated, and the Court therefore dismissed the second preliminary objection. The fourth preliminary objection of India also related to the filing of the Portuguese application—India objecting that, because of its lack of knowledge of the Portuguese declaration, it had been unable to take advantage, on the basis of reciprocity, of the third condition in the Portuguese declaration. The Court dismissed this objection for the reasons stated in dismissing the second Indian objection, noting that the Statute prescribed no interval between the deposit by a state of its declaration and the filing of an application instituting proceedings in a case.

The third Indian objection was based on a contention that since the Portuguese application was filed before the Portuguese claim had been effectively made the subject of diplomatic negotiations,

the subject matter of the claim had not yet been determined and that there was therefore no legal and justiciable "dispute" within the meaning of article 36 (2) of the Statute which could be referred to the Court. The Court in rejecting this third objection was of the view that an examination of the prior negotiations between the parties revealed that the legal issue was sufficiently disclosed to satisfy article 36 (2) of the Statute.

The fifth Indian objection was based upon the reservation contained in the Indian declaration excluding from the Court's jurisdiction disputes with regard to questions which by international law fall exclusively within the jurisdiction of the Government of India. The Court felt that it was not possible to pronounce upon this objection without prejudging the merits and accordingly decided to join the objection to the merits.

The sixth Indian objection relied on the limitation contained in the Indian declaration according to which the jurisdiction of the Court was accepted "over all disputes arising after February 5th, 1930, with regard to situations or facts subsequent to the same date. . . ." The Indian Government argued that both the dispute submitted to the Court and the situations and facts involved were prior to February 5, 1930. The Court observed that it was not at the time in possession of sufficient evidence to enable it to pronounce on the questions involved in this objection and further noted that an examination of these questions would entail the risk of prejudging some of the issues closely connected with the merits. The Court accordingly decided not to rule on this objection but to join it to the merits of the case to be considered later.

Proceedings on the merits in the case were resumed, and time limits were fixed for the rest of the written proceedings. The countermemorial of the Government of India is to be filed on February 28, 1958, the reply of the Government of Portugal on May 25, 1958, and the rejoinder of the Government of India on July 25, 1958.

CASE CONCERNING THE GUARDIANSHIP OF AN INFANT

On July 10, 1957, the Government of the Netherlands instituted proceedings against Sweden in a case concerning the guardianship of an infant. In its application the Netherlands Government has sought a determination by the Court of the legality of certain measures of control taken by Swedish authorities with respect to an infant claimed to be Dutch. The Netherlands Government has alleged that the Swedish authorities have not acted in conformity with the provisions of a 1902 convention relating to the guardianship of infants. According to the Court's first order in the case setting the time limits

for the filing of the first two written pleadings, the memorial of the Netherlands Government was due on November 30, 1957, and the counter-memorial of the Government of Sweden on March 31, 1958.

CASE CONCERNING SOVEREIGNTY OVER CERTAIN FRONTIER LANDS

On November 27, 1957, a special agreement between the Netherlands and Belgium was notified to the Court by the Netherlands Government. Under this agreement the two parties have requested the Court to determine the sovereignty over certain specified parcels of land situated along the Netherlands-Belgium border. In its order of December 12, 1957, the Court fixed the time limits for the filing of the first two written pleadings in the case—the memorial of the Government of Belgium to be filed on February 27, 1958, and the counter-memorial of the Netherlands Government on May 29, 1958.

CASES CONCERNING THE AERIAL INCIDENT OF JULY 27, 1955

Three governments have instituted separate proceedings against Bulgaria in cases arising out of the aerial incident which occurred on July 27, 1955, when an El Al Israel Airlines Constellation aircraft was shot down by Bulgarian fighter aircraft with resultant loss of life of a number of nationals of each of the complaining states. The application of Israel was filed with the Court on October 16, 1957, that of the United States on October 28, 1957, and that of the United Kingdom on November 22, 1957. Each of the governments in the applications which have been filed cited as the basis for the Court's jurisdiction the declaration deposited by it under article 36 of the Statute of the Court recognizing the Court's compulsory jurisdiction and the declaration of the Government of Bulgaria which was made on July 29, 1921, accepting the compulsory jurisdiction of the Permanent Court of International Justice. The Government of Bulgaria has announced its intention to appoint its agent in the three cases and has reserved its right to raise a preliminary question of the Court's jurisdiction. In three orders issued on November 26, 1957, the Court set June 2, 1958, as the time limit for the filing of the memorial of each of the complaining governments. The Court's orders take note of the fact that since the representative appointed by the Bulgarian Government had been unable to take part in the meeting which had been held with the Court president to consider questions of procedure in the cases, the fixing of the time limit for the filing of the counter-memorial of the Bulgarian Government would be reserved for a subsequent order.

INTERNATIONAL LAW COMMISSION

The major part of the ninth session of the International Law Commission, which was held in Geneva from April 23–June 28, 1957, was devoted to a consideration by the Commission of the topic "Diplomatic Intercourse and Immunities." The Commission had as a basis for its consideration of the subject a report which had been prepared by its special rapporteur, A. E. F. Sandström, the Swedish member of the Commission. In taking up this topic the Commission was acting to comply with a request made to it by the General Assembly at its seventh session in resolution 685 (VII) that the Commission undertake the codification of the topic "Diplomatic Intercourse and Immunities" as soon as it considered it possible. The Commission completed a provisional draft of 37 articles with commentaries which it decided to transmit to governments for their observations. The draft articles deal only with permanent diplomatic missions and do not cover missions accredited to or the staffs of international organizations. The draft was prepared on the provisional assumption that it would form the basis of a convention, but the Commission reserved its final decision as to the form in which the draft will be submitted to the General Assembly until after having taken account of the comments of governments. At its next session the Commission will review the draft and will consider as well forms of "*ad hoc* diplomacy," with the intention of presenting its final report to the 13th session of the General Assembly.

During the ninth session the Commission also briefly considered two other topics on its agenda. A second report on the topic "State Responsibility" which had been submitted by the special rapporteur, F. V. Garcia-Amador, was discussed, and the special rapporteur was requested to continue his work. A reconsideration of the draft on arbitral procedures, which had been completed by the Commission at its fifth (1953) session, was begun in the light of comments made by governments and the discussions of the draft in Committee VI (Legal) of the General Assembly. The special rapporteur for arbitral procedure, Georges Scelle, submitted in his report a revised draft on arbitral procedure, and the Commission decided to complete its final report on this subject at its next session.

GENERAL ASSEMBLY LEGAL COMMITTEE

Of the items on the agenda of the 12th Assembly session, four were referred to Committee VI (Legal) for consideration:

1. Report of the International Law Commission on the work of its ninth session;
2. Question of defining aggression; report of the Special Committee;
3. Draft Code of Offences against the Peace and Security of Mankind; and
4. International criminal jurisdiction.

In addition to these items Committee VI took up a request made to it by Committee IV during the course of the Assembly for an opinion interpreting article 18 of the U.N. Charter relating to voting.

Report of the International Law Commission

The report of the International Law Commission indicated the progress being made by the Commission in the codification of the international law subjects on its agenda and contained a set of draft articles on diplomatic intercourse and immunities. With regard to the latter the U.S. delegate, Philip Klutznick, noted that the draft articles had been submitted to governments for comment prior to the preparation of a final draft and stated that the U.S. Government would transmit its comments to the Commission. He therefore declined to comment on the substance of the draft. Mr. Klutznick expressed the hope that it would be possible for the Commission to accelerate its work so that the final draft codification on diplomatic intercourse and immunities might be considered concurrently by Committee VI with a draft codification of the law of consular intercourse and immunities. Although several other delegations also expressed the hope that the various phases of the work of the International Law Commission might be expedited, Jaroslav Zourek, the chairman of the Commission, expressed doubts that this would prove possible. A resolution taking note of the report of the Commission and expressing appreciation for the work done by the Commission was unanimously adopted by Committee VI and by the General Assembly in plenary session.

Definition of Aggression

Committee VI had before it the report of the Special Committee on the Question of Defining Aggression, a committee appointed by the ninth General Assembly (1954). The report indicated that the

Special Committee, while it had contributed substantially to the clarification of the concept of aggression, had, like the Special Committee appointed by the seventh General Assembly, failed to agree upon a definition of aggression. In spite of the previously demonstrated inability of the members of the United Nations to reach agreement on this issue, many delegations, during the discussion of the matter in Committee VI, expressed the wish that the efforts to arrive at a definition of aggression be continued and proposed that another Special Committee be created for this purpose. Other delegations proposed that efforts to arrive at a definition of aggression be abandoned and that a definition of the term "armed attack" which appears in article 51 of the Charter be sought instead. A third group was opposed to further efforts to define aggression.

The position of the United States on the question of defining aggression was given during the general debate by Mr. Klutznick. He referred to the consideration given this question at the San Francisco Conference and to the decision at the conference not to include a definition of aggression in the Charter of the United Nations but to leave to the organization itself the determination of specific acts of aggression. The experience of the United Nations, said Mr. Klutznick, had demonstrated the correctness of this decision. The lack of a definition of aggression had not prevented the organization from taking effective action in Korea in 1950 and 1951 and in the Near East in 1956. Conversely, the existence of a definition of aggression in a nonaggression convention which had been concluded in 1933 between the Soviet Union and Afghanistan, Iran, Turkey, Estonia, Latvia, Finland, Poland, and Rumania had afforded no protection to many of the signatories. Moreover, our delegate continued, it was significant that the Soviet Union, which had been for many years a strong proponent of a definition of aggression, stood condemned for its brutal acts in Hungary even by the terms of its own definition. Mr. Klutznick therefore urged that the efforts to define aggression be put aside, leaving the obligations of states with regard to the prevention and suppression of aggression in the clear language of the U.N. Charter.

Since it was apparent from the general debate that no agreement on the substance of this question was possible, the committee adopted by a vote of 41 (U.S.) to 21, with 11 abstentions, a resolution embodying a procedural compromise. This resolution was sponsored by Chile, Colombia, Cuba, Ecuador, El Salvador, the Philippines, the United States, and Venezuela. It invited members of the United Nations to comment on the report of the Special Committee and requested the Secretary-General to place the question of defining

aggression on the provisional agenda of the General Assembly, not earlier than its 14th session, whenever a committee, whose membership would correspond to the membership of the General Committee of the previous Assembly session, should advise him that it considered the time appropriate again to consider the question. This resolution was subsequently adopted by the General Assembly in plenary session by a vote of 42 (U.S.) to 24, with 15 abstentions.

Draft Code of Offences Against the Peace and Security of Mankind and International Criminal Jurisdiction

Although one delegate expressed the view that it was not necessary for the General Assembly to agree on a definition of aggression before continuing work on the Draft Code of Offences against the Peace and Security of Mankind and the question of International Criminal Jurisdiction, the view of the great number of delegates was that further consideration of these items should be deferred until the question of the definition of aggression was again before the General Assembly, and resolutions were adopted by the committee deferring these items.

The resolution deferring consideration of the question of the Draft Code of Offences was adopted by a vote of 58 (U.S.) to 1, with 1 abstention, and that deferring consideration of the question of an international criminal jurisdiction by a vote of 54 (U.S.) to 2, with 2 abstentions. These two resolutions were adopted subsequently in the plenary with substantially the same vote.

Request by the Fourth Committee for an Opinion

(See also Part III, p. 214.)

At its 681st meeting, in connection with its consideration of the question of transmission of information on non-self-governing territories, Committee IV adopted a resolution requesting the opinion of Committee VI on the following two questions: (1) Which is the voting majority that is applicable to resolutions of the General Assembly on matters concerning non-self-governing territories in accordance with chapter XI of the Charter of the United Nations; and (2) Considering that matters concerning non-self-governing territories are not enumerated in article 18 (2), would it be in accordance with the terms of the Charter to submit a resolution on non-self-governing territories to a two-thirds vote if an additional category to that effect has not been established beforehand for the non-self-

governing territories in the terms of article 18 (3)? On October 29, 1957, the President of the General Assembly transmitted this resolution to the chairman of Committee VI.

When the question was considered in Committee VI several delegations expressed doubt that the committee had been properly seized of the question since no separate agenda item existed for this question. Other delegations considered that the question was properly before the committee and that it should be answered. Before Committee VI had completed its consideration of the question the General Assembly in plenary decided that the Committee IV resolution on the transmission of information was an important question requiring a two-thirds majority, thus disposing of the immediate question which had given rise to the request. Committee VI then adopted by a vote of 56 (U.S.) to 0, with 1 abstention, a resolution noting that the item in connection with which its advice had been asked was no longer on the agenda of the 12th General Assembly and stating that it was not opportune to reply to the request of Committee IV. Therefore the plenary was not called upon to take action on this question.

PART V

Budgetary, Financial, and Administrative Matters

The General Assembly at its 12th session reduced the U.S. percentage contribution to the regular budget of the United Nations for 1958 from 33.33 percent to 32.51 percent. This reduction was accompanied by a General Assembly decision to reduce the maximum percentage contribution of the highest contributor, presently the United States, to 30 percent over a period of years.

Regular U.N. assessments approved for 1958 total $51,500,000, as compared with $49,088,050 for 1957. About $2,150,000 of this increase is accounted for by the estimated costs of two major conferences to be held in Geneva in 1958—a Conference on the Law of the Sea and the Second Conference on the Peaceful Uses of Atomic Energy. The balance of the increase is due to higher ordinary operating expenses, including costs of supplies, resulting from a general rise in prices. Because of widespread concern at the increase in the budget level, the General Assembly took a number of steps aimed at assuring more efficient use of the Secretariat staff and more careful consideration of certain areas of expenditure.

The United Nations maintained the United Nations Emergency Force (UNEF) in the field during 1957 and made financial provision for its continued existence through 1958. Action by the 12th session of the General Assembly with respect to financing the cost of the force represented a major advance. It was decided to assess the balance of the 1957 UNEF costs (about $5,000,000) and the prospective 1958 UNEF costs ($25,000,000) against all members on the basis of the regular scale of assessments.

The United Nations completed the clearance of the Suez Canal in April 1957 at a cost of approximately $8,376,000. The General Assembly adopted an unusual method for financing the clearance costs in endorsing the Secretary-General's recommendations that a surcharge amounting to 3 percent of canal tolls be paid by all shipping and trade using the canal.

The United Nations made increased efforts in 1957 to secure voluntary contributions for the U.N. refugee programs.

At its 12th session the U.N. General Assembly considered certain organizational changes in the U.N. Secretariat but made only minor modifications. It reduced the number of under secretaries and altered the salary provisions for such officials. It continued to implement recommendations of the Salary Review Committee.

The 12th General Assembly also approved in 1957 the agreement governing the relationship between the United Nations and the newly established International Atomic Energy Agency (IAEA).

BUDGETS

Regular Programs

In 1957 the total assessments financed from annual member contributions for the United Nations and the eight Specialized Agencies were approximately $93,530,000. For 1958 total assessments amounting to approximately $99,500,000 were authorized by the U.N. General Assembly and the assemblies of the eight Specialized Agencies. The major increases occurred in the United Nations, the World Health Organization, and the Food and Agriculture Organization. Principal reasons for the increases were higher costs of operations, program expansion, particularly in the fields of health and agriculture, and heavier meeting costs, particularly the Second Conference on Peaceful Uses of Atomic Energy, Law of the Sea Conference, and Maritime Sessions of the International Labor Organization (ILO) General Conference.

United Nations

The 12th session of the General Assembly voted gross appropriations for 1958 of $55,062,850. Miscellaneous income for 1958 was estimated at $3,250,000, so that the net budget for 1958 will amount to $51,812,850. The General Assembly also approved $2,359,000 in supplementary appropriations for 1957. After a deduction of $2,671,-850 by reason of credit adjustments under the financial regulations, the U.N. assessment budget for 1958 amounts to $51,500,000.

The estimated expenditures for 1958 ($55,062,850) represent an increase of $1,888,150 over the actual 1957 expenditures which amounted to $53,174,700. Considerable concern was expressed by many delegations at the 12th General Assembly at the increasing rate of U.N. regular budgetary expenditure. Accordingly, the Assembly took a number of decisions designed either to reduce expenditure

or to make certain that funds were expended effectively. In particular it decided to add to the office of the controller a small management staff. In addition to studying ways of promoting more efficient and effective operations, this staff will carry out continuing review and periodical inspection of all U.N. overseas offices and missions to assure that they function efficiently and at minimum cost. The Assembly also authorized appointment of a six-member committee of experts to review the effectiveness of the program of the Department of Public Information and the Information Centers, a program which at present accounts for approximately 10 percent of the regular U.N. budget. It also requested the Secretary-General to attempt to reduce the amount of U.N. documentation, setting a 25 percent reduction as a target figure, and created a governmental committee to assist the Secretary-General in achieving this reduction. The Assembly also, in approving a 5-year pattern of conferences, placed additional restrictions on the holding of meetings away from U.N. Headquarters since such meetings have proved to be more costly than headquarters-based meetings. Finally, the Secretary-General was requested to prepare a 5-year capital improvement and maintenance plan for U.N. headquarters in order that such expenditures might be placed on a more rational and economical basis.

Specialized Agencies

Budget increases were scheduled to occur in 1958 for several of the Specialized Agencies. The Food and Agriculture Organization (FAO) shows a proposed increase of approximately $1,700,000 occasioned largely by expansion in regional technical meetings and regional advisory staffs, a larger publications program, and new activities such as investigation of a Mediterranean development project. The World Health Organization (WHO) has an increase of approximately $1,500,000 over 1957 arising from increased operating costs and a general expansion of advisory services to governments. The 1958 assessment budget adopted by the International Labor Organization (ILO) shows an increase of $355,193 over 1957. Principal reasons for this increase are an upward revision of the cost-of-living adjustment paid the ILO professional staff in Geneva and the raising of staff dependency allowances as recommended by the U.N. Salary Review Committee. Other factors in the increase are the scheduled holding of a maritime session of the General Conference in 1958 and repayment of the first installment on a loan obtained from the Swiss National Government to finance an extension of the ILO headquarters building in Geneva. In 1958 an increase of $93,101 occurs in the assessment budget of the

United Nations Educational, Scientific and Cultural Organization (UNESCO). The main reason for the increase is the necessity for providing additional funds to defray the costs of holding the regular biennial session of UNESCO member states in the autumn of 1958.

The cost in 1958 of the session is estimated at $370,442, a large part of which, however, is to be absorbed by downward adjustments elsewhere in the budget. On the other hand, the International Civil Aviation Organization (ICAO) and the Universal Postal Union (UPU) show small reductions from their 1957 assessment budgets.

ASSESSMENTS

Regular Programs

The percentage assessments of the United States for the regular expenditure budgets of the United Nations and the larger Specialized Agencies financed by annual member contributions for calendar years 1957 and 1958 are as follows:

	1957 percent	*1958 percent*
United Nations	33. 33	32. 51
Food and Agriculture Organization	31. 50	32. 51
International Civil Aviation Organization	33. 33	33. 33
International Labor Organization	25. 00	25. 00
U.N. Educational, Scientific and Cultural Organization	31. 30	31. 30
World Health Organization	29. 96	32. 38

United Nations–United States Assessment Percentage Reduced

For the year 1957 the U.S. assessment percentage for the regular budget of the United Nations remained at 33.33 percent. However, pursuant to the decision of the 11th session of the General Assembly taken on U.S. initiative, the 12th session of the General Assembly considered the question of possible modification in the principles governing the U.N. assessment scale. The United States proposed that the ceiling on the assessment of the highest contributor be reduced from 33.33 percent to 30 percent. It proposed further that this decision be carried out immediately, as far as possible, by reducing the U.S. contribution share in the amount of the total of the assessment percentages of the six new members (Ghana, Japan, Malaya, Morocco, Sudan, and Tunisia) which still had to be incorporated into the 100 percent scale. After considerable debate the General Assembly decided that, in principle, the maximum contribution of any one member state to the ordinary expenses of the United Nations should

not exceed 30 percent. It decided, further, that the contributions of the six new members, treated as miscellaneous income for prior years, should be incorporated into the 100 percent scale for 1958 by applying the total amount of the percentage contributions of these countries (2.49 percent) to a *pro rata* reduction of the percentage contributions of all members, including the United States, except those assessed at the minimum rate. In addition, it decided that during the period 1959–61 further steps should be taken to reduce the contribution of the highest contributor to the 30 percent level when new members were admitted to the organization and that thereafter the Contributions Committee should recommend such additional steps as might be necessary to complete the reduction.

On the basis of this decision the Committee on Contributions recommended a 1958 scale of assessments with the U.S. percentage for that year fixed at 32.51 percent. This recommendation was approved by the General Assembly. In 1958 the Committee on Contributions will recommend a new scale for 1959, 1960, and 1961 with the United States at a maximum of 32.51 percent for those 3 years. During that 3-year period the U.S. percentage contribution will be reduced further toward the 30 percent level only if new members are admitted.

Specialized Agencies

In the Specialized Agencies there are no great changes in the contributions scales. Pressures to increase the U.S. percentage continue, however, in ILO where the U.S. contribution percentage remains at 25.00 percent. The ILO scale of contributions is based historically on the prewar League of Nation's scale. Since World War II the ILO scale has been revised to take into account postwar changes in the relative financial and economic strength of member states.

A special situation has arisen with respect to the financial relationships of the United States with ILO. The annual U.S. contribution to ILO is limited by law (Public Law 843, 80th Cong., approved June 30, 1948, as amended by Public Law 806, 81st Cong., approved September 21, 1950) to $1,750,000. As the result of gradually increasing assessment budgets, the U.S. net assessed contribution in 1957 was $1,792,117. The United States therefore has fallen $42,117 in arrears in the payment of its 1957 assessment.

A further increase in the ILO 1958 budget has resulted in a U.S. net assessment of $1,885,568. Under the aforementioned $1,750,000 ceiling on its annual contribution, the United States will fall $135,568 in arrears in the payment of its 1958 net assessment.

The executive branch is seeking enactment of legislation by the 85th Congress which would raise the statutory limitation on the annual U.S. contribution to ILO and which would enable the 1957 arrears and the anticipated 1958 arrears in contributions to be paid.

In 1957 most of the inactive members of WHO (the Soviet bloc) returned to active membership. Since the U.S. share, unlike the rest of the WHO membership, is computed on active members alone, the return to membership of most of the inactive members virtually eliminates any difference between a scale based on all members and one based on active members only. Thus the U.S. share comes closer to the Organization's present maximum share of one-third assessed against the largest contributor. If *all* of the inactive members had returned to membership, the U.S. share would have been 33.33 percent.

The increase in the U.S. percentage share in the Food and Agriculture Organization stems from an earlier decision of the Organization to increase the U.S. percentage from the then existing 30.00 percent to the then existing U.N. maximum of 33.33 percent. The increase was to be achieved in two steps, an increase to 31.5 percent for 1956–57 and 33.33 percent for 1958–59. However, the U.N. action reducing the U.S. percentage from 33.33 percent to 32.51 percent took place while the last FAO meeting was still in process, and the Organization reversed its previous decision to set the U.S. share at 33.33 percent and adopted a scale which set the U.S. share at 32.51 percent, the same as the United Nations.

United Nations Emergency Force (UNEF)

(See also Part I, pp. 82–86.)

In 1957 the United Nations took significant action with respect to financing the cost of the U.N. Emergency Force, which was established by the General Assembly on November 5, 1956, to secure and supervise the cessation of hostilities on Egyptian territory. The force continued during 1957 to maintain quiet in the area. Accordingly, it became necessary to make additional financial arrangements for its full support during that year and for its continuation in 1958.

At the 11th session of the General Assembly the Secretary-General had been authorized to incur obligations on behalf of UNEF for 1957 up to $16.5 million. When this matter was considered at the 12th session of the General Assembly, it was apparent that the total costs of the force for 1957 would amount to $30 million, and, accordingly, the Assembly on November 22, 1957, authorized the Secretary-General to expend an additional amount for the period ending December 31, 1957, up to a maximum of $13.5 million. The Assembly

also authorized the Secretary-General to expend, as necessary, an amount for the continuing operation of the force beyond that date up to a maximum of $25 million.

The 11th session of the General Assembly had assessed an amount of $10 million against the entire membership for the expenses of the force and subsequently decided that an attempt should be made to raise an additional $6.5 million by voluntary contributions. By the time the matter was considered at the 12th General Assembly, only $1,841,700 had been received in the form of voluntary contributions, one-half of this from the United States. Hence the Assembly was faced with the necessity of raising an additional amount of about $18 million for the period ending December 31, 1957, and also of raising the amount of $25 million authorized to be expended in the period subsequent to December 31, 1957. Because of these very large amounts of money which the United Nations was compelled to raise in addition to its regular expenditures, and because of the necessity of assuring the maintenance of the force, the United States offered special assistance to the United Nations in the amount of $12 million to be applied to the 1957 deficit. This offer was made with the understanding that all amounts required over and above this and other offers of special assistance would be assessed against the entire membership on the basis of the regular scale of assessments. Additional offers of special assistance were made by the United Kingdom ($1 million), Netherlands ($56,062), Australia ($50,000), Mexico ($10,000), Ceylon ($5,000), Liberia ($4,000), Burma ($3,250), and Austria ($1,000). The Assembly decided, by a vote of 51 to 11, with 19 abstentions, on its resolution of November 22, 1957, to assess the remaining amount required for 1957 (about $5 million) and the amount required for the period subsequent to December 31, 1957 ($25 million), against all members on the basis of its regular scale of assessments.

The Assembly's resolution of November 22, 1957, provided further that the estimates of expenditure for 1957 and 1958 should be examined by the Advisory Committee on Administrative and Budgetary Questions and by the Committee V (Administrative and Budgetary) and that recommendations should be made by these committees to the General Assembly. This action was taken, and a number of recommendations were made for possible economies in the expenditures for the force. It was also recommended that a budget be prepared for force operation, first for the first 6 months of 1958 and subsequently for the entire year. The various recommendations were noted with approval by the General Assembly.

The Assembly's resolution of November 22, 1957, also approved certain recommendations made by the Secretary-General for the

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allocation of costs between the United Nations and members contributing troops. These recommendations included (a) that the United Nations should reimburse participating governments for any special allowances, as distinct from basic salaries, paid to their contingents as a direct result of their service with UNEF in its area of operations, (b) that in the event of a contingent serving beyond the initial 6-month period or of a replacement contingent being made available the United Nations should assume financial responsibility for all extra and extraordinary costs which a government was obliged to incur in making forces available for Emergency Force service, and (c) that in respect of equipment furnished by a participating government to its contingent the United Nations should take note of the need for some appropriate recognition of the fact that it had an obligation toward the limited number of member states which shouldered the burden of furnishing much of the heavy and expensive equipment.

Despite the financial provisions made by the Assembly with respect to the Emergency Force, the Soviet Union, Byelorussia, Czechoslovakia, Bulgaria, Hungary, Poland, Rumania, and the Ukraine indicated at the General Assembly session that they would refuse to pay the assessments made against them for Emergency Force expenses. The United States stated its position that these governments continue to be liable for the payments of these assessments, under the provisions of articles 17 and 19 of the Charter, just as for any regular budget assessment.

Clearance of the Suez Canal

(See also Part I, pp. 78–82.)

The clearance of the Suez Canal, authorized by the General Assembly on November 26, 1956, was completed by the U.N. Salvage Fleet in April 1957. The cost of this extraordinary operation was approximately $8,376,000, considerably less than had been anticipated. The cost was also less than the total of advances, approximately $11,227,000, made by 11 governments to the United Nations for this purpose, of which the United States advanced $5 million.

At its 12th session the General Assembly approved, by a vote of 54 to 0, with 19 abstentions, a recommendation by the Secretary-General that the clearance costs be financed by a surcharge of 3 percent of canal tolls on shipping passing through the Suez Canal. It is estimated that such a surcharge will raise the necessary funds in about 3 years. The Secretary-General is now making the necessary arrangements for such a surcharge, and it is hoped that these will be completed early in 1958. The Secretary-General is also preparing to

refund to advancing governments on a *pro rata* basis the amount by which the total of governmental advances exceeded the clearance costs. The balance of the advances will be repaid to governments as the surcharge is collected.

VOLUNTARY PROGRAMS

In addition to the regular administrative budgets of the United Nations and the Specialized Agencies, which are financed through assessments on all members, there are several major operating programs financed by voluntary contributions. These include (1) the United Nations Expanded Program of Technical Assistance (UNTA), (2) the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), (3) the United Nations Korean Reconstruction Agency (UNKRA), (4) the United Nations Children's Fund (UNICEF), and (5) the United Nations Refugee Fund (UNREF). UNTA operated at a level of approximately $31,000,000 in 1957. UNRWA minimum requirements for fiscal year 1958 are estimated at $25,700,000 for relief and $7,200,000 for a limited rehabilitation program; in its fiscal year 1957 it spent approximately $35,000,000. UNKRA continued its phasing out program into fiscal year 1958 with estimated resources of $2,091,000. The 12th General Assembly voted to terminate UNKRA on June 30, 1958, with an administrator for UNKRA residual affairs to be appointed to complete necessary residual activities. UNICEF operated at a level of approximately $24,000,000 in 1957. Total requirements of the United Nations Refugee Fund, which was established for the 4-year period of 1955–58 by action of the ninth General Assembly, amount to $16,000,000. In 1957 the Fund operated at a level of approximately $4,500,000.

The 12th session of the General Assembly initiated a new procedure approved at the 11th session on February 27, 1957, for raising funds for the refugee programs. An *ad hoc* committee of the whole Assembly, presided over by the President of the Assembly, was convened on October 4, 1957, for the announcement of pledges of contributions to these programs. Of 87 governments invited to attend (82 member states and 5 nonmember states), approximately 65 were represented. Although the total pledges and contributions announced did not reflect any marked improvement over the financial support obtained in previous years, the number and level of representation at the pledging conference indicated that the refugee prob-

lems and the financial requirements of the voluntary agencies had been brought to the attention of a far greater audience than before. Accordingly, the General Assembly decided to hold another similar pledging conference at the 13th session of the Assembly in the expectation that the results thereof would represent an improvement over those obtained at the 12th session. The Assembly also decided to continue in existence the Negotiating Committee for Extra-Budgetary Funds, which remains charged with the responsibility for negotiating with representatives of United Nations member governments and of nonmember governments the amounts that each may be able to contribute to the voluntary programs.

SECRETARIATS

More flexible and efficient use of the U.N. Secretariat staff was made possible by approval at the 11th session of the General Assembly in February 1957 of a new form of U.N. budget presentation. Under this new form appropriations for total expenses of the organization, with a few exceptions, are made by object of expenditure rather than organizational segments. This makes it possible for the Secretary-General to readily transfer staff members from one office or department to another and to avoid staff compartmentalization.

The Secretary-General proposed, and the 12th session of the General Assembly approved, a reduction of four in the number of U.N. under secretaries, these posts being downgraded to the D–2 level. The General Assembly also approved a new salary scale for the under secretary level. Under the new scheme the net pensionable salary for under secretaries is increased from $12,500 to $15,000, to which are added, as appropriate, post adjustments and dependency allowances. However, at the same time, there are abolished a previously existing allowance of $3,500 and a cost-of-living adjustment which has existed in New York. As a result the net emoluments of single under secretaries at New York remain the same, and those of under secretaries at New York with dependents are slightly increased. Net emoluments of under secretaries at Geneva are somewhat reduced under the new scheme.

On the organizational side the 12th General Assembly directed the Secretary-General, subject to any objection by the Security Council, to bring about the integration with the Secretariat of the United Nations of the civilian staff of the United Nations Military Staff Committee, established by article 47 of the Charter. As previously mentioned, the Assembly decided to add to the office of the U.N.

controller a small management staff, whose task it will be to study ways of promoting more efficient and effective operations as well as to conduct continuing review and periodical inspection of all U.N. overseas offices and missions. Provision by the Assembly for a review by a six-member committee of the effectiveness of the United Nations Department of Public Information and United Nations Information Centers may have an impact on this area of the Secretariat in the future. The Assembly also considered, but asked for further study of, possible incorporation of the United Nations Technical Assistance Administration in the Department of Economic and Social Affairs.

The 12th session of the General Assembly recommended that the Secretary-General continue his efforts to secure more equitable geographical distribution, as provided for in article 101(3) of the Charter, at all levels of the Secretariat but made clear that this consideration should not apply to promotions. It further implemented recommendations of the Salary Review Committee, which had reported to the 11th session of the General Assembly. In particular it approved U.N. participation in a Group Health-Dental Insurance Plan, with the organization paying one-third of the costs. It added two long-service salary increments at the middle-echelon (P–3) level in view of the blockage of promotions to the next level. It decided to take no action at this time to strengthen the terms of reference of the International Civil Service Advisory Board pending the outcome of studies by that Board of certain important pay and personnel problems which had been referred to it.

At its 12th session the General Assembly decided to increase the post adjustment for U.N. staff in Geneva to Class 2 as of August 1, 1957. It also decided to maintain January 1, 1956, as the date from which changes in the cost of living in Geneva should be measured in determining post adjustments. In taking these decisions the General Assembly declined to follow the action of ILO and WHO, which had approved a Class 2 post adjustment for Geneva effective June 1, 1957, and indicated January 1, 1957, as the date from which future cost-of-living movement should be measured. The General Assembly expressed the hope that ILO and WHO would adopt the U.N. view concerning the date from which changes in cost of living in Geneva should be measured.

ACTION BY THE TWELFTH GENERAL ASSEMBLY ON OTHER MATTERS

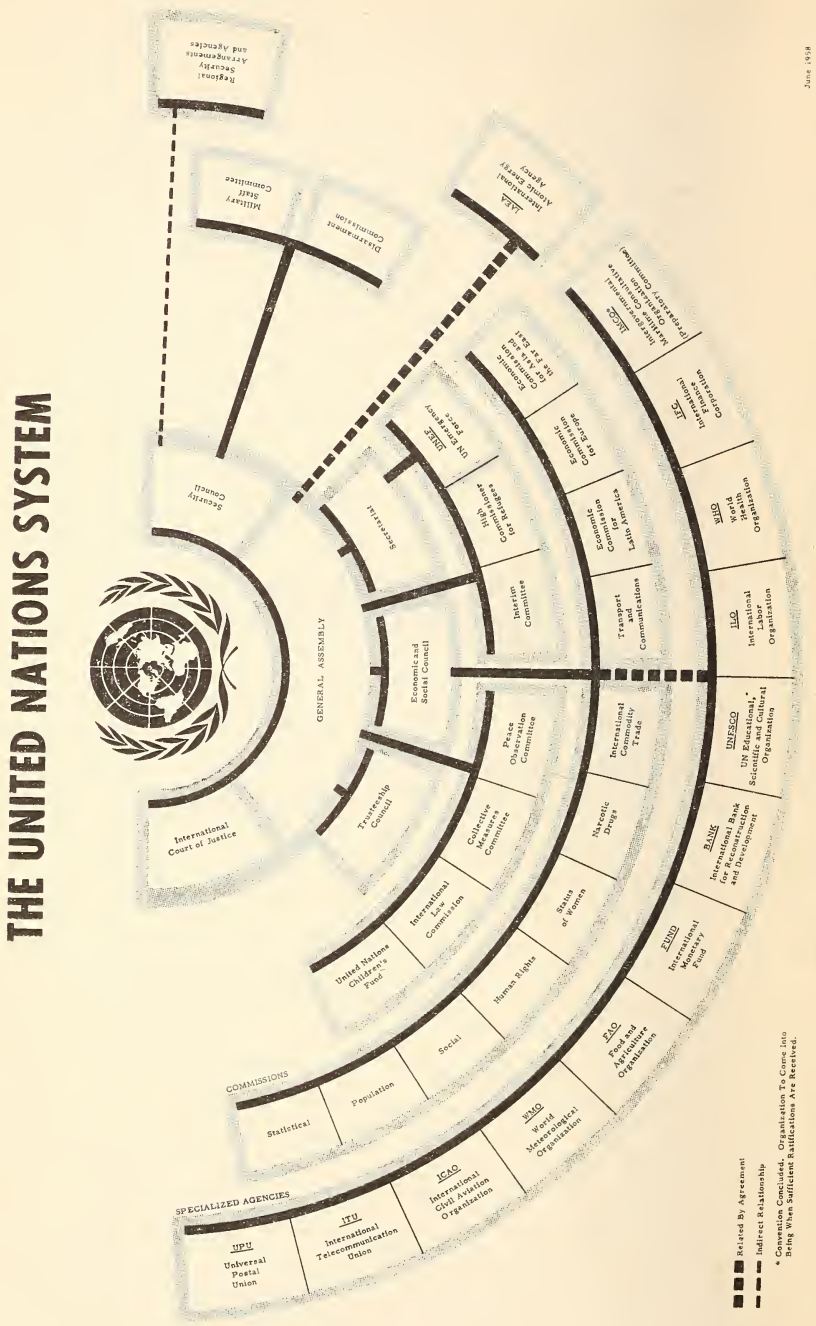
The following additional decisions of the 12th General Assembly in the budgetary, financial, and administrative field are of interest.

The General Assembly authorized the Secretary-General to negotiate an agreement with the United States, changing the date of installment payments by the United Nations under the Headquarters Loan Agreement (Public Law 903, 80th Cong.) from July 1 to September 1 in each year. The reason for the proposed change is the necessity to ease the cash position of the United Nations at the mid-year period, since many governments, including the United States, pay their annual U.N. contributions after July 1, the start of their fiscal years.

The Assembly also requested the Secretary-General to use his good offices to assist in the establishment of permanent facilities for the United Nations School for the children of persons connected with the United Nations. The present United Nations School, which has been in existence for some years, is privately operated and financed and leases inadequate space from which it must soon move. However, a number of delegations expressed the view during the General Assembly consideration of the matter that the school should be located on the U.N. Headquarters site, and the Assembly requested the Secretary-General to discuss the possible location of the school on that site with the appropriate authorities; that is, the U.S. Government and New York City.

appendixes

THE UNITED NATIONS SYSTEM



APPENDIX II

The United Nations

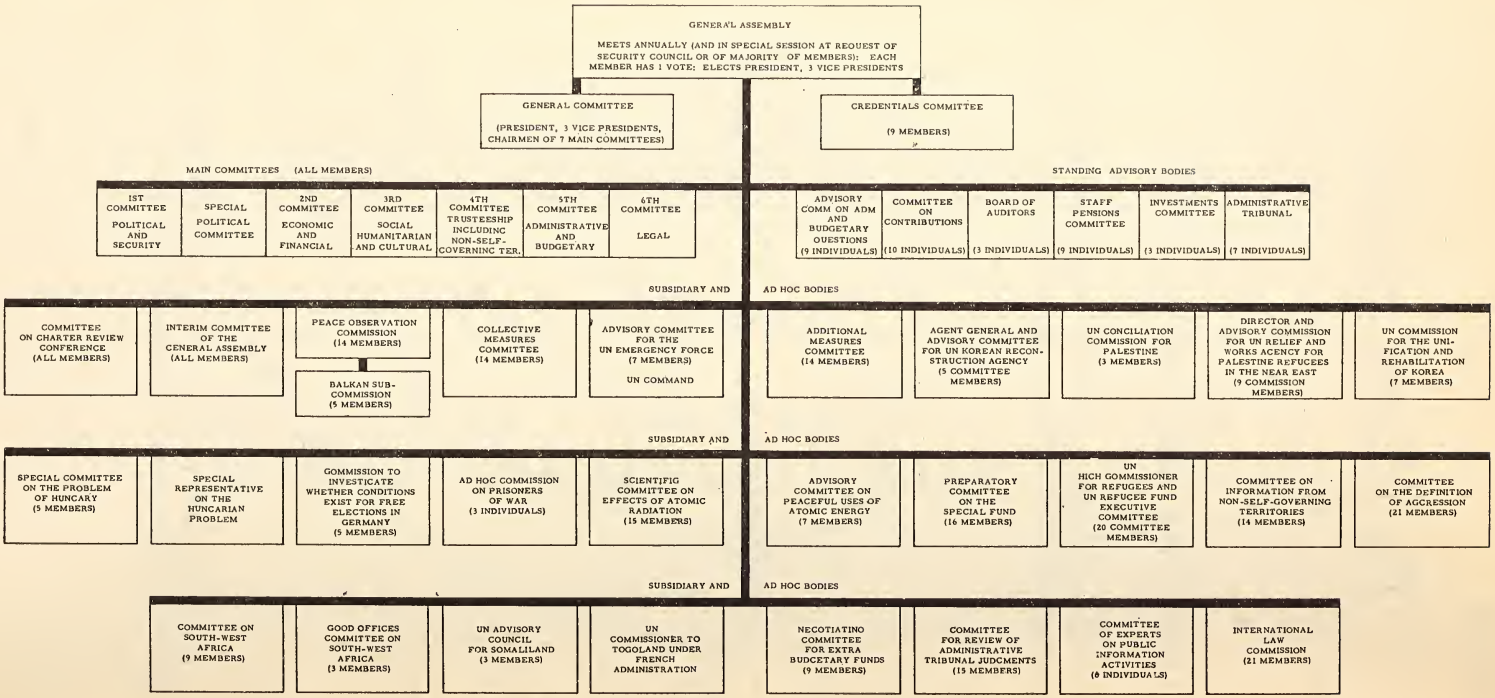
THE GENERAL ASSEMBLY

The General Assembly is the only principal organ of the United Nations on which all 82 members are represented. These are listed below:

Afghanistan
Albania
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Laos
Lebanon
Liberia
Libya
Luxembourg
Malaya
Mexico
Morocco
Nepal
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Rumania
Saudi Arabia
Spain
Sudan
Sweden
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa
U.S.S.R.
United Kingdom
United States
Uruguay
Venezuela
Yemen
Yugoslavia

The General Assembly resumed its 11th regular session on September 10, 1957, and adjourned on September 14, 1957.

THE GENERAL ASSEMBLY

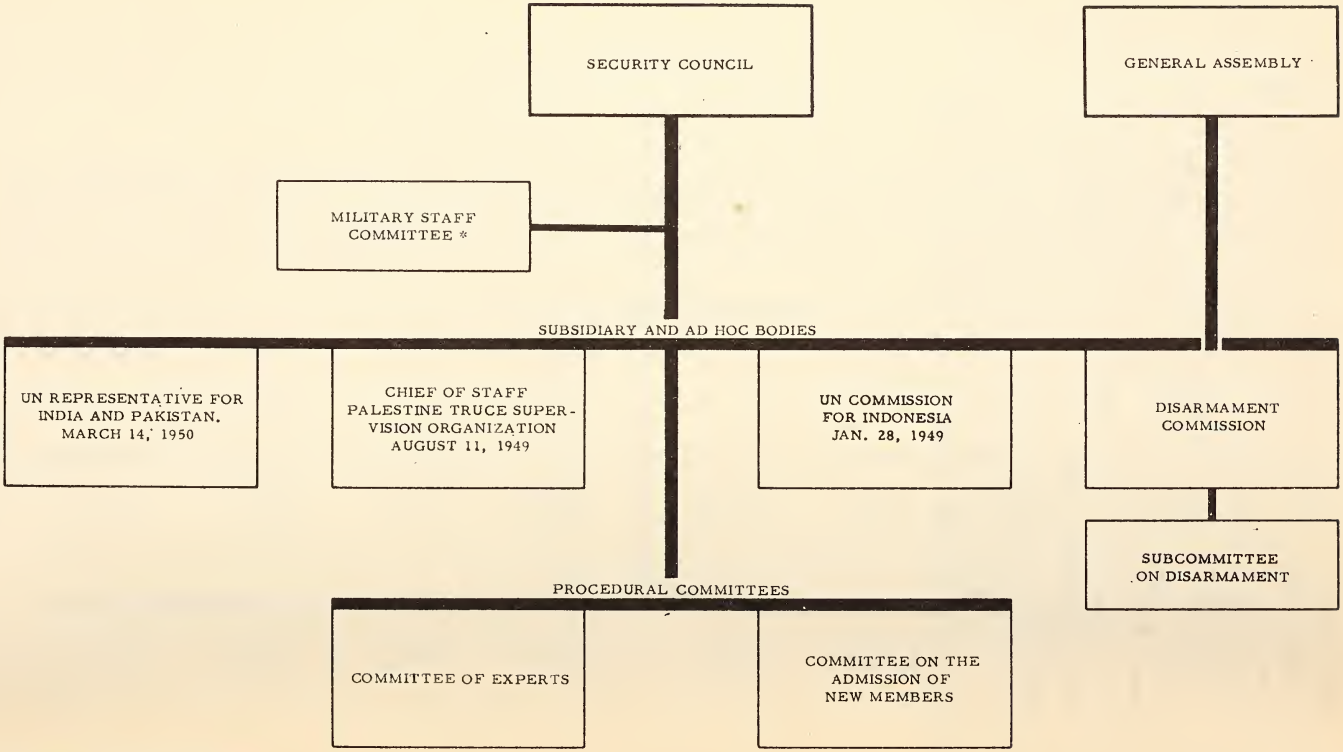


June 1958

The 12th regular session of the General Assembly convened in New York on September 17 and adjourned on December 14, 1957.

The Assembly elected Sir Leslie Munro (New Zealand) President and the chiefs of the delegations of Ceylon, China, France, Paraguay, Spain, Tunisia, the United Kingdom, the U.S.S.R., and the United States as its then 9 Vice Presidents. The chairmen of the 7 main committees were, respectively, Djalal Abdoh (Iran), Political and Security; Emilio Arenales Catalan (Guatemala), Special Political; Jiri Nosek (Czechoslovakia), Economic and Financial; Aase Lionaes (Norway), Social, Humanitarian, and Cultural; Thanat Khoman (Thailand), Trusteeship (including Non-Self-Governing Territories); W. H. J. van Asch van Wijck (Netherlands), Administrative and Budgetary; and Santiago Perez Perez (Venezuela), Legal.

THE SECURITY COUNCIL



*CHIEFS OF STAFF OF THE PERMANENT MEMBERS OF THE SECURITY COUNCIL

June 1958

THE SECURITY COUNCIL

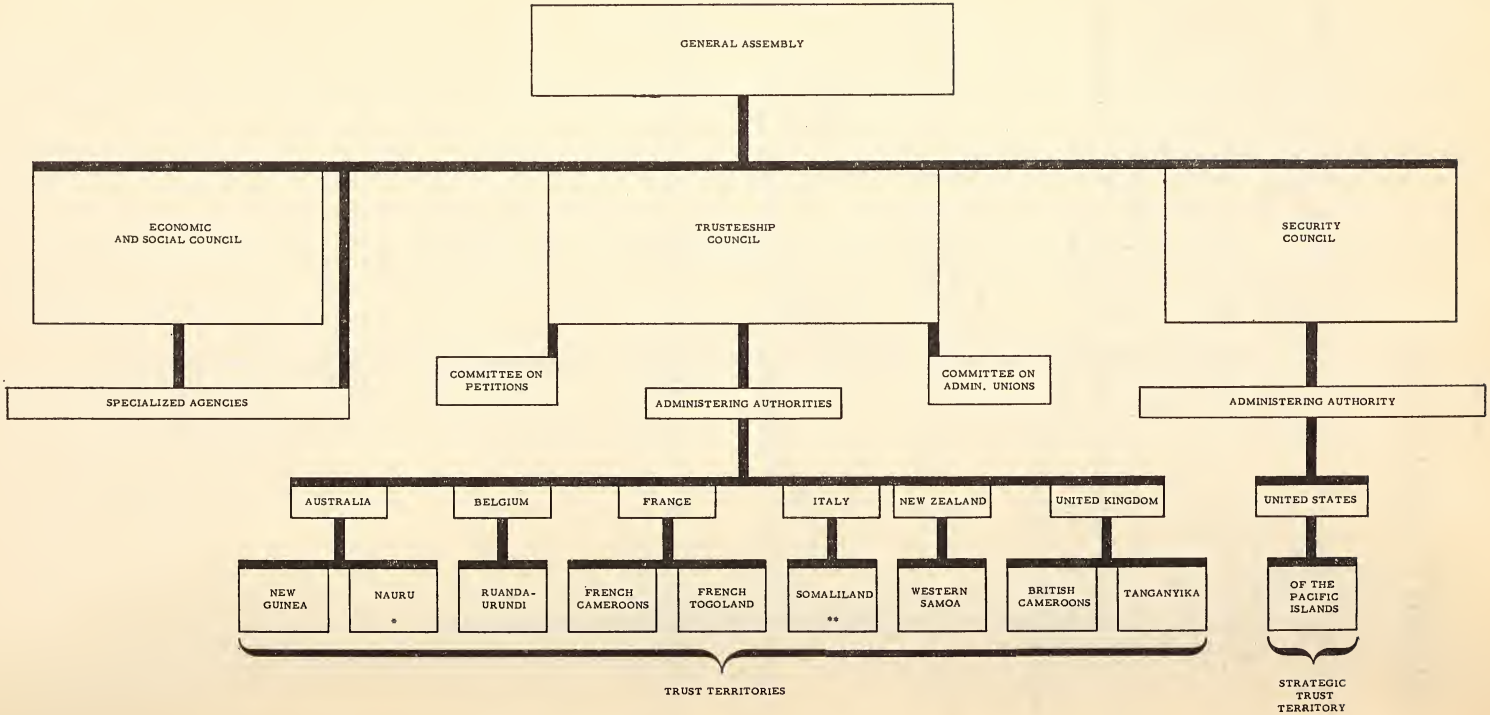
The Security Council consists of 11 members of the United Nations, 5 of which—China, France, the U.S.S.R., the United Kingdom, and the United States—have permanent status. The remaining 6 are elected for 2-year terms by the General Assembly, taking into account article 23 of the U.N. Charter to the effect that "due regard" shall be paid to the contribution of members to the maintenance of international peace and security and to the other purposes of the United Nations and to equitable geographic distribution. The nonpermanent members are not eligible for immediate reelection.

The membership is as follows:

Permanent members	Nonpermanent members		
	Term expired Dec. 31, 1957	Term expires Dec. 31, 1958	Term expires Dec. 31, 1959
China	Australia	Colombia	Canada
France	Cuba	Iraq	Japan
U.S.S.R	Philippines [1]	Sweden	Panama
United Kingdom			
United States			

[1] Elected by the 11th session of the General Assembly to succeed Yugoslavia upon the latter's resignation Dec. 31, 1956.

THE TRUSTEESHIP COUNCIL



* Administered by Australia, on behalf of Australia, New Zealand and the U.K. as joint administering authorities.

**Administered by Italy for a 10-year period ending 1960 assisted by an Advisory Council composed of Colombia, Egypt, and the Philippines.

June 1958

THE TRUSTEESHIP COUNCIL

The Trusteeship Council consists of all U.N. members administering trust territories, the permanent members of the Security Council not administering trust territories, and as many other elected U.N. members not administering trust territories as are required to insure that the total number of members of the Council is equally divided between nations that administer trust territories and those that do not. There are 14 members of the Council. The elected members serve for a term of 3 years.

Members Administering Trust Territories

Australia	France	United Kingdom
Belgium	Italy	United States
	New Zealand	

Permanent Members of Security Council not Administering Trust Territories

China	Union of Soviet Socialist Republics

Members Elected for 3-Year Terms by the General Assembly

Burma (1958) [1]	Haiti (1959) [1]	Syria (1958) [1]
Guatemala (1958) [1]	India (1959) [1]	

[1] Expiration date of present term.

THE INTERNATIONAL COURT OF JUSTICE

The International Court of Justice, the principal judicial organ of the United Nations, consists of 15 judges elected by the General Assembly and the Security Council, voting independently. The judges are elected for 9-year terms, with one-third of the total number of judges being elected every 3 years.

During the 12th session of the General Assembly, elections were held to choose successors for the 5 judges whose terms of office were to expire on February 5, 1958. Judges Abdel Hamid Badawi (Egyptian), Bohdan Winiarski (Polish), and V. K. Wellington Koo (Chinese) were reelected for 9-year terms. Also elected for 9-year terms were Sir Percy Claude Spender (Australian) and Jean Spiropoulos (Greek). These latter two persons succeeded Judges J. E. Read (Canadian) and M. Zoričić (Yugoslav), both of whom were not candidates for reelection.

The present composition of the Court is as follows:

	Nationality	Term expires
H. Klaestad,[1] President	Norwegian	February 5, 1961
Sir Muhammad Zafrulla Khan, Vice President.	Pakistani	February 5, 1961
J. G. Guerrero	Salvadoran	February 5, 1964
J. Basdevant	French	February 5, 1964
G. H. Hackworth	U.S.	February 5, 1961
Abdel Hamid Badawi	Egyptian	February 5, 1967
B. Winiarski	Polish	February 5, 1967
E. C. Armand-Ugon	Uruguayan	February 5, 1961
F. E. Kojevnikov	Russian	February 5, 1961
Sir Hersch Lauterpacht	British	February 5, 1964
L. M. Moreno Quintana	Argentine	February 5, 1964
R. Córdova	Mexican	February 5, 1964
V. K. Wellington Koo	Chinese	February 5, 1967
Sir Percy Spender	Australian	February 5, 1967
J. Spiropoulos	Greek	February 5, 1967

[1] On Apr. 17, 1958, the Court elected for 3-year terms Judges Klaestad and Zafrulla Khan, President and Vice President, respectively.

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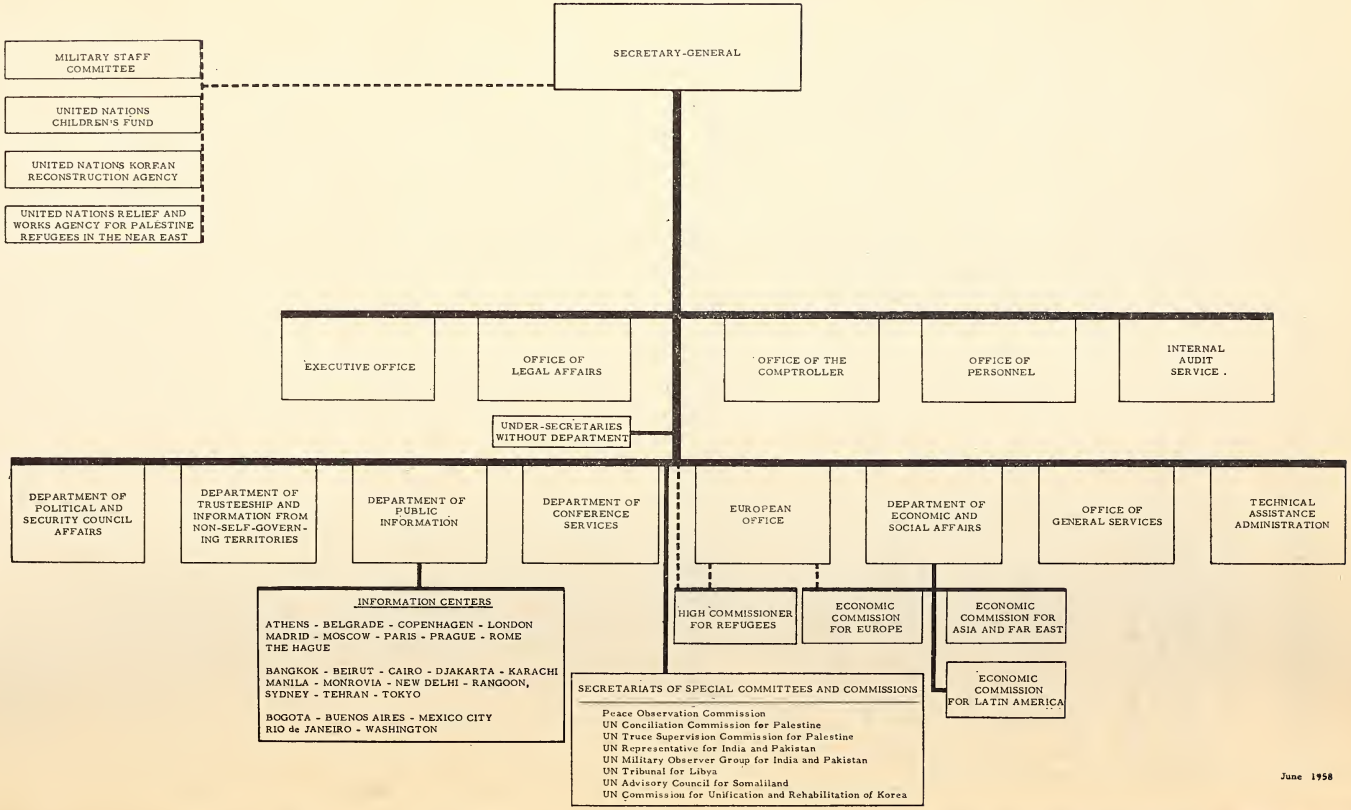
THE UNITED NATIONS SECRETARIAT



June 1958

THE SECRETARIAT OF THE UNITED NATIONS

The Secretariat under article 7 of the Charter is a principal organ of the United Nations. It is headed by the Secretary-General, who is the chief administrative officer of the organization. At the 12th regular session of the General Assembly, Dag Hammarskjold of Sweden was reappointed as Secretary-General for a 5-year term. The Secretary-General and his staff provide secretariat services for the other principal organs, except the International Court of Justice, which has its own administrative body at The Hague known as the Registry. Nationals of 83 countries, 81 of them members of the United Nations, are employed in the Secretariat. There were, as of August 31, 1957, 4,481 employees on the staff. The functions of the Secretary-General and the Secretariat are described in general terms in chapter XV of the Charter.

The Secretariat serves as executive agent for the other organs; for example, the Secretary-General has played a key role in the Middle Eastern complex of problems, both as the coordinator of U. N. agencies and as negotiator among the parties involved. The Secretariat provides services and expert staffs for the field missions, such as those in Korea and India-Pakistan and the Trusteeship Council's missions to trust territories. The Secretariat also prepares studies and background material to facilitate the work of the several organs and their subsidiary bodies.

Another important task of the Secretariat is that of servicing meetings of the other principal organs (except the International Court of Justice) and of their subsidiary bodies. This includes provision of physical arrangements, translating, interpreting, preparation of minutes and documentation, publication of official records, and advising chairmen on precedents and parliamentary procedure.

A third responsibility of the Secretariat is the development of arrangements with the Specialized Agencies for the coordination of programs and administrative and financial practices. Finally, the Secretariat is responsible for supplying information to the world on the purposes and daily activities of the United Nations.

Organization

The main offices at headquarters and their top officials are as follows (as of December 31, 1957):

Secretary-General
    Dag Hammarskjold (Swedish)

Executive Office of the Secretary-General
    Andrew Cordier (U.S.), Executive Assistant to the Secretary-General

Office of Legal Affairs
    C. A. Stavropoulos (Greek), Legal Counsel

Office of the Comptroller
B. R. Turner (New Zealand), Comptroller

Office of Personnel
Vacancy, Director of Personnel

Under Secretaries Without Department
Ralph Bunche (U.S.)
Anatoly Dobrynin (Russian)

Department of Political and Security Council Affairs
D. Protitch (Yugoslav), Under Secretary

Department of Trusteeship and Information from Non-Self-Governing Territories
Benjamin Cohen (Chilean), Under Secretary

Department of Economic and Social Affairs
Philippe De Seynes (French), Under Secretary
W. Martin Hill (British), Deputy Under Secretary

Department of Public Information
Ahmed Shah Bokhari (Pakistani), Under Secretary

Department of Conference Services
Victor Hoo (Chinese), Under Secretary

Office of General Services
David Vaughan (U.S.), Director

Technical Assistance Administration
Hugh L. Keenleyside (Canadian), Director General
G. Martinez-Cabanas (Mexican), Deputy Director General

In addition to the New York headquarters there is a European headquarters at Geneva, directed by Pier Pasquale Spinelli (Italian). This is also the headquarters for the Economic Commission for Europe, headed by Sakari Tuomioja (Finnish), and the offices of the High Commissioner for Refugees, of which Auguste Lindt (Swiss) is the chief. The Secretary-General has also set up small field offices to service the Economic Commission for Asia and the Far East (ECAFE), the Economic Commission for Latin America (ECLA), and the 27 information centers required by the Department of Public Information to carry out its responsibility for insuring that peoples in all parts of the world receive full information about the United Nations.

Advisory Committees

The General Assembly exercises control over and gives direction to the administrative processes and financial administration of the Secretariat through its Administrative and Budgetary Committee. In addition it has created numerous expert bodies, the members of which serve on a continuing basis, to assist the Assembly and the Secretary-General in properly discharging their administrative and financial responsibilities. These include the following:

The Advisory Committee on Administrative and Budgetary Questions, composed of 9 members, examines the budgets of the United

Nations and the Specialized Agencies and assists the Administrative and Budgetary Committee of the General Assembly. As of January 1, 1958, the 9 members were Thanassis Aghnides (Greek), André Ganem (French), John Fobes (U.S.), Kadhim Khalaf (Iraqi), Alexei Fedorovich Sokirkin (Russian), Carlos Blanco (Cuban), A. H. M. Hillis (British), T. J. Natarajan (Indian), and Eduardo Carrizosa (Colombian).

The Committee on Contributions consists of 10 members who advise the General Assembly concerning the apportionment of expenses of the United Nations among members. The members as of January 1, 1958, were René Charron (French), Agha Shaki (Pakistani), Arthur Samuel Lall (Indian), Fernando A. Galvao (Brazilian), Jiri Nosek (Czechoslovak), Robert E. Merriam (U.S.), José Pareja (Peruvian), Georgy Petrovitch Arkadev (Russian), A. H. M. Hillis (British), and Sidney Pollock (Canadian).

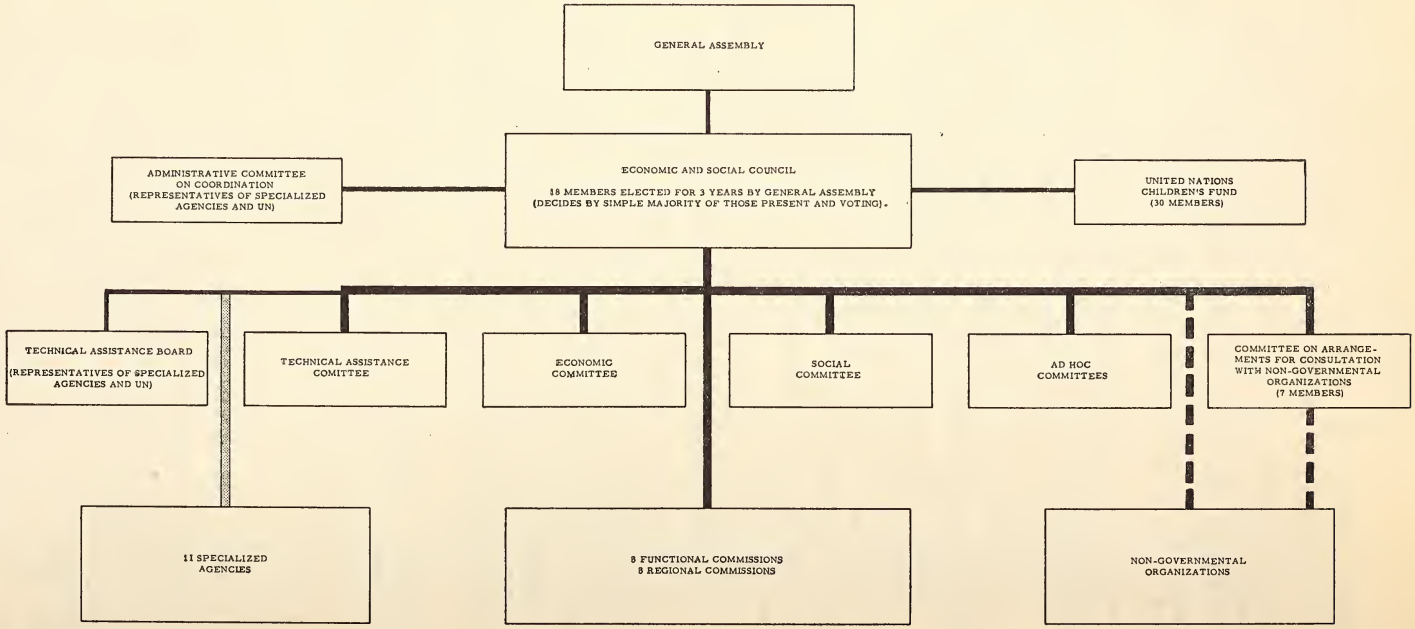
The Administrative Tribunal, composed of 7 members, hears and passes judgment upon applications alleging nonobservance of contracts of employment or terms of appointment of staff members of the Secretariat of the United Nations. As of January 1, 1958, the 7 members, only 3 of whom sit in a particular case, were Mme. Paul Bastid (French), Lord Crook (British), R. Venkataraman (Indian), Jacob M. Lashly (U.S.), Omar Loutfi (Egyptian), Arvid Sture Petren (Swedish), and Francisco A. Forteza (Uruguayan).

The Board of Auditors audits the accounts of the United Nations, the International Court of Justice, and such of the Specialized Agencies as may request its services. As of January 1, 1958, it was composed of 3 members serving for 3 years, as follows: Auditor-General of Netherlands, Auditor-General of Colombia, and Auditor-General of Norway.

The Investments Committee advises the Secretary-General concerning the investment of the assets of the Pension Fund and such other funds on the investment of which the Secretary-General may seek advice. As of January 1, 1958, it was composed of Ivar Rooth (Swedish), Leslie R. Rounds (U.S.), and Jacques Rueff (French).

The Staff Pension Committee represents the United Nations on the Joint Staff Pension Board and administers, in respect of U.N. employees, the powers delegated by the Board relating to admission of participants and granting of benefits. As of January 1, 1958, it was composed of 3 members elected by the General Assembly, 3 members appointed by the Secretary-General, and 3 elected by the participants. The members elected by the General Assembly are A. H. M. Hillis (British), R. Torres Astorga (Chilean), and A. S. Watson (U.S.). The alternates elected by the General Assembly are Johan Kaufmann (Dutch), A. C. Liveran (Israeli), and Fazlollah Nouredin Kia (Iranian).

THE ECONOMIC AND SOCIAL COUNCIL



June 1958

THE ECONOMIC AND SOCIAL COUNCIL

The Economic and Social Council is composed of 1 representative each from 18 member states, 6 countries being elected each year by the General Assembly to serve for a period of 3 years. The Council is composed of the following:

Term expired Dec. 31, 1957	Term expires Dec. 31, 1958	Term expires Dec. 31, 1959	Term expires Dec. 31, 1960
Argentina	Brazil	Finland	Chile
China	Canada	Mexico	China
Dominican Republic	Greece	Pakistan	Costa Rica
Egypt	Indonesia	Poland	France
France	United States	U.S.S.R.	Netherlands
Netherlands	Yugoslavia	United Kingdom	Sudan

There were two sessions of the Council in 1957. The 23d session was convened at headquarters in New York from April 16 to May 2, 1957. The 24th session was convened at the European headquarters of the United Nations in Geneva on July 2 and recessed on August 2, 1957. The representative from Pakistan, Ambassador Mohammad Mir Khan, was elected President for the year 1957. Miss Minerva Bernardino (Dominican Republic) and Ambassador Jerzy Michalowski (Poland) were elected First and Second Vice Presidents, respectively. The resumed part of the 24th session was convened in New York December 10 and adjourned December 13, 1957.

Functional Commissions

HUMAN RIGHTS COMMISSION

1957 chairman: T. M. Serrano, Philippines

	Expiration date
China	December 31, 1957
Lebanon	December 31, 1957
Mexico	December 31, 1957
Norway	December 31, 1957
Poland	December 31, 1957
United Kingdom	December 31, 1957
France	December 31, 1958
India	December 31, 1958
Iraq	December 31, 1958
Philippines	December 31, 1958
Ukrainian S.S.R	December 31, 1958
U.S.S.R	December 31, 1958
Argentina	December 31, 1959
Ceylon	December 31, 1959
Iran	December 31, 1959
Israel	December 31, 1959
Italy	December 31, 1959
United States	December 31, 1959

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1960:

Belgium	Lebanon	Poland
China	Mexico	United Kingdom

INTERNATIONAL COMMODITY TRADE COMMISSION

1957 chairman: Eurico Penteado, Brazil

	Expiration date
Egypt	December 31, 1957
France	December 31, 1957
India	December 31, 1957
Pakistan	December 31, 1957
Turkey	December 31, 1957
U.S.S.R.	December 31, 1957
Argentina	December 31, 1958
Australia	December 31, 1958
Belgium	December 31, 1958
Chile	December 31, 1958
China	December 31, 1958
Denmark	December 31, 1958
Brazil	December 31, 1959
Canada	December 31, 1959
Greece	December 31, 1959
Indonesia	December 31, 1959
Poland	December 31, 1959
Uruguay	December 31, 1959

The following countries were elected by the Economic and Social Council for the period January 1, 1958, through December 31, 1960:

Austria	France	Pakistan
Egypt	India	U.S.S.R.

The Commission held its 5th session in New York from May 6–17, 1957. At the 20th session of the Economic and Social Council the United States announced that it did not intend to serve on the Commission. At the 22d session of the Economic and Social Council both the United Kingdom and the United States announced they did not wish to be reelected to the Commission.

NARCOTIC DRUGS COMMISSION [1]

1957 chairman: H. J. Anslinger, United States

Austria	Hungary	Turkey
Canada	India	U.S.S.R.
China	Iran	United Kingdom
Egypt	Mexico	United States
France	Peru	Yugoslavia

[1] The members of Commissions that meet biennially are elected for 4-year terms.

POPULATION COMMISSION

1957 chairman: J. T. Marshall, Canada (Reelected)

	Expiration date
Costa Rica	December 31, 1957
India	December 31, 1957
U.S.S.R	December 31, 1957
United Kingdom	December 31, 1957
United States	December 31, 1957
China	December 31, 1959
France	December 31, 1959
Israel	December 31, 1959
Norway	December 31, 1959
Ukrainian S.S.R	December 31, 1959
Argentina	December 31, 1960
Belgium	December 31, 1960
Brazil	December 31, 1960
Canada	December 31, 1960
Egypt	December 31, 1960

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1961.[1]

El Salvador	U.S.S.R.	United States
Japan	United Kingdom	

[1] The members of Commissions that meet biennially are elected for 4-year terms.

SOCIAL COMMISSION

1957 chairman: Abdel Hamid Abdel Ghani, Egypt

	Expiration date
France	December 31, 1957
Greece	December 31, 1957
India	December 31, 1957
Philippines	December 31, 1957
U.S.S.R	December 31, 1957
United States	December 31, 1957
Colombia	December 31, 1959
Czechoslovakia	December 31, 1959
Dominican Republic	December 31, 1959
Egypt	December 31, 1959
Sweden	December 31, 1959
United Kingdom	December 31, 1959
Byelorussian S.S.R	December 31, 1960
China	December 31, 1960
Ecuador	December 31, 1960
Netherlands	December 31, 1960
New Zealand	December 31, 1960
Spain	December 31, 1960

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1961: [1]

Australia	Indonesia	U.S.S.R.
France	Italy	United States

[1] The members of Commissions that meet biennially are elected for 4-year terms.

STATISTICAL COMMISSION

1956 chairman: P. C. Mahalanobis, India (Reelected)

(There was no meeting of the Commission in 1957)

	Expiration date
Australia	December 31, 1957
China	December 31, 1957
Netherlands	December 31, 1957
U.S.S.R	December 31, 1957
United States	December 31, 1957
Canada	December 31, 1959
Dominican Republic	December 31, 1959
India	December 31, 1959
New Zealand	December 31, 1959
Ukrainian S.S.R	December 31, 1959
Cuba	December 31, 1960
Denmark	December 31, 1960
France	December 31, 1960
Rumania	December 31, 1960
United Kingdom	December 31, 1960

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1961: [1]

China	Netherlands	United States
Ireland	U.S.S.R.	

[1] The members of Commissions that meet biennially are elected for 4-year terms.

STATUS OF WOMEN COMMISSION

1957 chairman: Mrs. Agda Rössel, Sweden (Reelected)

	Expiration date
Argentina	December 31, 1957
Australia	December 31, 1957
Byelorussian S.S.R	December 31, 1957
China	December 31, 1957
Indonesia	December 31, 1957
Pakistan	December 31, 1957
Belgium	December 31, 1958
Israel	December 31, 1958
U.S.S.R	December 31, 1958
United Kingdom	December 31, 1958
United States	December 31, 1958
Venezuela	December 31, 1958
Cuba	December 31, 1959
Dominican Republic	December 31, 1959
France	December 31, 1959
Mexico	December 31, 1959
Poland	December 31, 1959
Sweden	December 31, 1959

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1960:

Argentina	China	Japan
Canada	Czechoslovakia	Pakistan

TRANSPORT AND COMMUNICATIONS COMMISSION

1957 chairman: Willem L. de Vries, Netherlands (Reelected)

	Expiration date
Chile	December 31, 1957
India	December 31, 1957
Netherlands	December 31, 1957
Poland	December 31, 1957
United Kingdom	December 31, 1957
Burma	December 31, 1959
China	December 31, 1959
Ecuador	December 31, 1959
France	December 31, 1959
Norway	December 31, 1959
Bulgaria	December 31, 1960
Lebanon	December 31, 1960
U.S.S.R	December 31, 1960
United States	December 31, 1960
Venezuela	December 31, 1960

The following countries were elected by the Economic and Social Council to nominate members for the period January 1, 1958, through December 31, 1961: [1]

Austria	Mexico	United Kingdom
Indonesia	Rumania	

[1] The members of Commissions that meet biennially are elected for 4-year terms.

Regional Commissions

ECONOMIC COMMISSION FOR ASIA AND THE FAR EAST

Headquarters: Bangkok, Thailand

1957 chairman: Dr. Rak Panyarachun, Thailand

Afghanistan	Indonesia	Pakistan
Australia	Japan	Philippines
Burma	Korea, Republic of	Thailand
Cambodia	Laos	U.S.S.R.
Ceylon	Malaya [2]	United Kingdom
China	Nepal	United States
France	Netherlands	Viet-Nam
India	New Zealand	

Associate members are:

Hong Kong	Singapore and British Borneo

The Commission held its 13th session at Bangkok, Thailand, from March 18–28, 1957.

[2] The Federation of Malaya was admitted to membership in the United Nations on September 17, 1957, and became a full member of the Commission. The associate members are henceforth Hong Kong, Singapore, and British Borneo.

ECONOMIC COMMISSION FOR EUROPE

Headquarters: Geneva, Switzerland
1957 chairman: Oskar Lange, Poland

Albania	Greece	Rumania
Austria	Hungary	Spain
Belgium	Iceland	Sweden
Bulgaria	Ireland	Turkey
Byelorussian S.S.R.	Italy	Ukrainian S.S.R.
Czechoslovakia	Luxembourg	U.S.S.R.
Denmark	Netherlands	United Kingdom
Finland	Norway	United States
France	Poland	Yugoslavia
Germany, Federal Republic of	Portugal	

Switzerland participates in a consultative capacity.

The Commission held its 12th session at Geneva from April 29 to May 15, 1957.

ECONOMIC COMMISSION FOR LATIN AMERICA

Headquarters: Santiago, Chile
1957 chairman: Hugo Moreno Córdova, Bolivia

Argentina	Ecuador	Nicaragua
Bolivia	El Salvador	Panama
Brazil	France	Paraguay
Chile	Guatemala	Peru
Colombia	Haiti	United Kingdom
Costa Rica	Honduras	United States
Cuba	Mexico	Uruguay
Dominican Republic	Netherlands	Venezuela

The Commission held its 7th session at La Paz, Bolivia, from May 15 to 29, 1957.

OTHER UNITED NATIONS ACTIVITIES

United Nations Children's Fund (UNICEF)[1]

On the recommendation of the Economic and Social Council Resolution 610 (XXIIB), the General Assembly during its 11th session decided (Resolution 1038 (XI)) that the Executive Board of the United Nations Children's Fund from January 1, 1957, shall be reconstituted to consist of 30 states members of the United Nations or members of the Specialized Agencies. The 30 are to be designated by the Economic and Social Council for appropriate terms, with due regard to geographic distribution and to the representation of the major contributing and recipient countries. The Economic and Social Council decided that the members of the Executive Board would be designated directly as the seats became vacant.

There were two meetings of the 30-member Executive Board held in 1957. The meetings of the Board from March 3–13 and September 3–12, 1957, were held at headquarters in New York.

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[1] Formerly U.N. International Children's Emergency Fund.

The membership is as follows:

1957 chairman: Mahmood Shafgat, Pakistan

	Expiration date
Australia	December 31, 1958
Austria	December 31, 1959
Belgium	December 31, 1958
Brazil	December 31, 1960
Canada	December 31, 1958
China	December 31, 1960
Colombia	December 31, 1959
Czechoslovakia	December 31, 1959
Dominican Republic	December 31, 1959
Ecuador	December 31, 1959
El Salvador	December 31, 1958
Egypt	December 31, 1959
France	December 31, 1960
Germany, Federal Republic of	December 31, 1958
India	December 31, 1960
Indonesia	December 31, 1959
Iran	December 31, 1959
Israel	December 31, 1959
Italy	December 31, 1958
Pakistan	December 31, 1958
Philippines	December 31, 1960
Poland	December 31, 1958
Sweden	December 31, 1959
Switzerland	December 31, 1959
Tunisia	December 31, 1960
U.S.S.R.	December 31, 1960
United Kingdom	December 31, 1959
United States	December 31, 1960
Venezuela	December 31, 1958
Yugoslavia	December 31, 1958

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The United Nations Expanded Program of Technical Assistance (UNTAP)

Contributions Pledged and Received as of December 31, 1957

[Calendar year 1957]

Country	Contributions pledged local currency	Dollar equivalent	Contributions received (dollar equivalent)
Afghanistan	Equivalent of	$12, 500	. . . . .
Albania	Lek	2, 000	$2, 000
Argentina	Argentine pesos	360, 000	360, 000
Australia	Australian pounds	500, 000	500, 000
Austria	Schillings	38, 462	38, 462
Belgium	Belgian francs	437, 500	437, 500
Bolivia	U.S. dollars	15, 000	. . . . .
Brazil	Cruzeiros	751, 351	681, 367
Bulgaria	Leva	14, 706	14, 706
Burma	Equivalent of	24, 000	24, 000
Byelorussian S.S.R.	Rubles	50, 000	50, 000
Cambodia	U.S. dollars	5, 143	. . . . .
Canada	U.S. dollars	2, 000, 000	1, 166, 500
Ceylon	Equivalent of	18, 059	18, 059
Chile	Chilean pesos	79, 710	. . . . .
China	Equivalent of	20, 000	20, 000
Colombia	U.S. dollars	140, 000	100, 000
Costa Rica	U.S. dollars	10, 000	. . . . .
Cuba	Cuban pesos	25, 000	25, 000
Czechoslovakia	Crowns	69, 444	69, 444
Denmark	Danish kroner	579, 123	579, 123
Dominican Republic	Pesos	28, 000	28, 000
Ecuador	Sucres	11, 533	. . . . .
Egypt	Egyptian pounds	114, 877	100, 517
El Salvador	U.S. dollars	7, 000	7, 000
Ethiopia	Equivalent of	20, 000	20, 000
Finland	Equivalent of	25, 109	25, 109
France	Francs	1, 450, 357	1, 448, 000
Germany, Federal Republic of	German marks	476, 190	447, 619
Ghana	U.S. dollars	30, 000	. . . . .
Greece	Equivalent of	10, 000	. . . . .
Guatemala	U.S. dollars	10, 000	10, 000
Haiti	Equivalent of	14, 400	14, 400
Honduras	U.S. dollars	10, 000	10, 000
Hungary	Florints	42, 608	42, 608
Iceland	Icelandic kronur	3, 684	3, 684
India	Indian rupees	500, 000	500, 000
Indonesia	Rupiah	65, 789	65, 789
Iran	Equivalent of	50, 000	. . . . .
Iraq	U.S. dollars	55, 675	55, 675
Ireland	Pounds	5, 110	5, 110
Israel	Israeli pounds	50, 000	11, 111
Italy	Lire	112, 000	112, 000

Contributions Pledged and Received as of December 31, 1957—Continued

[Calendar Year 1957]

Country	Contributions pledged local currency	Dollar equivalent	Contributions received (dollar equivalent)
Japan	Equivalent of	$90, 000	$90, 000
Jordan	Dinars	5, 881	5, 881
Korea	U.S. dollars	3, 500	3, 500
Laos	U.S. dollars	1, 428	. . . . .
Lebanon	Lebanese pounds	6, 846	6, 846
Liberia	U.S. dollars	20, 000	20, 000
Libya	U.S. dollars	5, 000	5, 000
Luxembourg	Belgian francs	3, 000	3, 000
Mexico	Mexican pesos	33, 600	33, 600
Monaco	French francs	1, 429	1, 429
Morocco	Moroccan francs	5, 000	5, 000
Nepal	Nepalese rupees	5, 000	. . . . .
Netherlands	Netherlands guilders	974, 000	974, 000
New Zealand	New Zealand pounds	168, 020	168, 020
Nicaragua	Cordobas	6, 429	. . . . .
Norway	Norwegian kroner	380, 792	380, 792
Pakistan	Equivalent of	166, 213	166, 213
Panama	U.S. dollars	3, 008	3, 008
Paraguay	U.S. dollars	12, 000	. . . . .
Peru	Soles	20, 000	. . . . .
Philippines	Philippine pesos	66, 000	. . . . .
Poland	Zlotys	75, 000	75, 000
Portugal	U.S. dollars	10, 000	10, 000
Rumania	Lei	16, 667	16, 667
Spain	Pesetas	50, 000	50, 000
Sudan	Equivalent of	70, 061	70, 061
Sweden	Swedish kroner	792, 577	792, 577
Switzerland	Swiss francs	350, 467	175, 234
Syria	Syrian pounds	13, 966	. . . . .
Thailand	Thailand baht	64, 000	64, 000
Tunisia	Tunisian francs	2, 000	. . . . .
Turkey	Equivalent of	210, 000	210, 000
Ukrainian S.S.R.	Rubles	125, 000	125, 000
U.S.S.R.	Rubles	1, 000, 000	1, 000, 000
United Kingdom	Pounds sterling	2, 240, 000	2, 240, 000
United States [1]	U.S. dollars	15, 276, 890	10, 592, 055
Uruguay	Equivalent of	120, 000	. . . . .
Vatican City	U.S. dollars	2, 000	2, 000
Venezuela	U.S. dollars	66, 000	66, 000
Viet-Nam	Piasters	21, 429	21, 429
Yugoslavia	Dinars	110, 000	110, 000
Total	. . . . .	30, 837, 533	24, 479, 095

[1] The United States pledged $15,500,000 subject to the condition that $14 million would be paid to match the first $14 million of pledges from other governments and $1.5 million to be contributed at 45 percent of total contributions exceeding $28 million.

United Nations Korean Reconstruction Agency (UNKRA)

The United Nations Korean Reconstruction Agency was established by a resolution of the General Assembly on December 1, 1950, for the purpose of relieving the suffering, repairing the devastation caused by aggression in Korea, and laying the necessary economic foundations for the political unification and independence of the country. From its inception to June 30, 1957, UNKRA had received $140,019,-480 in voluntary contributions from 38 governments. The United States was the largest contributor. The Advisory Committee of five nations—Canada, India, the United Kingdom, the United States, and Uruguay—which advises the Agent General of UNKRA with regard to major problems pertaining to planning and operations, met six times during 1957. UNKRA's program, as one part of the overall integrated program of economic assistance to Korea, is coordinated with the U.S. bilateral economic assistance activities which are administered in the field by the Economic Coordinator serving on the staff of the U.N. Command and in Washington by the International Cooperation Administration.

United Nations Refugee Fund (UNREF)

The United Nations Refugee Fund was authorized by General Assembly Resolution 832 (IX) and established by Economic and Social Council Resolution 565 (XIX) to consist of 20 states members of the United Nations or its Specialized Agencies having a demonstrated interest in and devotion to the solution of the refugee problem. Economic and Social Council Resolution 639 (XXIII) of April 24, 1957, expanded the committee to a total of 21 members, and Canada was elected to fill the additional seat.

There were three meetings of the Executive Committee during 1957: January 29–February 1, June 3–7, and July 11. There were also two meetings of the Standing Program Sub-Committee during 1957: January 23–25 and May 31–June 3. All meetings were held in Geneva, Switzerland.

The membership of the Executive Committee is as follows:

1957 chairman: J. Cappelen, Norway

Australia
Austria
Belgium
Brazil
Canada
Colombia
Denmark
France
Germany, Federal Republic of
Greece
Iran
Israel
Italy
Netherlands
Norway
Switzerland
Turkey
United Kingdom
United States
Vatican City
Venezuela

Contributions Received by the United Nations Relief and Works Agency (UNRWA) or Given Directly to the Palestine Refugees

Government Contributions to UNRWA (Cash, in Kind, and Direct Aid)

[As of June 30, 1957]

Australia	$112, 500	Korea	$2, 000
Austria	1, 050	Lebanon	7, 865
Bahrein	1, 960	Luxembourg	2, 000
Belgium	30, 000	Monaco	572
Canada	1, 208, 125	Morocco	5, 714
Ceylon	1, 400	Netherlands	32, 895
Denmark	86, 956	New Zealand	112, 000
Cambodia	5, 042	Norway	42, 135
Egypt	89, 888	Philippines	1, 250
Finland	2, 000	Pakistan	42, 000
France	467, 798	Qatar	10, 500
Greece	11, 000	Saudi Arabia	114, 169
Gaza Authorities	26, 986	Sweden	57, 915
Germany, Federal Republic of	24, 997	Switzerland	322
India	14, 210	Syria	72, 857
Indonesia	60, 000	United Kingdom	5, 400, 001
Iran	3, 350	United States	19, 872, 000
Israel	135, 957	Yugoslavia	40, 000
Japan	10, 000		
Jordan	154, 777	Subtotal, governments	28, 264, 191

Contributions from Private and International Agencies Direct to UNRWA (cash or kind)	$207, 714
Contributions Reported from Governments Direct to the Refugees	1, 617, 731
Contributions Reported from Private and International Agencies Direct to Refugees	1, 045, 291
Subtotal	2, 870, 736
Total contributions, all sources	31, 134, 927

APPENDIX III

The Specialized Agencies

FOOD AND AGRICULTURE ORGANIZATION (FAO)[1]

Headquarters: Rome, Italy

Director General: B. R. Sen, India

Afghanistan
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Burma
Cambodia
Canada
Ceylon
Chile
Colombia
Costa Rica
Cuba
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Malaya
Mexico
Morocco
Nepal
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Saudi Arabia
Spain
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Union of South Africa
United Kingdom
United States
Uruguay
Venezuela
Viet-Nam
Yemen
Yugoslavia

[1] Membership as of Dec. 31, 1957.

INTERGOVERNMENTAL MARITIME CONSULTATIVE ORGANIZATION: PREPARATORY COMMITTEE (FORMATIVE) (IMCO)[1]

Headquarters: Transport and Communications Division
United Nations Secretariat, New York, N. Y.

The Preparatory Committee is made up of:

Argentina	France	Norway
Australia	Greece	Sweden
Belgium	India	United Kingdom
Canada	Netherlands	United States

[1] IMCO will come into being when 21 states (of which 7 must have over one million tons of shipping) have ratified the IMCO convention. Nineteen ratifications have been received as of Dec. 31, 1957, at U.N. Headquarters from Argentina, Australia, Belgium, Burma, Canada, Dominican Republic, Ecuador, Egypt, France, Haiti, Honduras, Ireland, Israel, Italy, Mexico, the Netherlands, Switzerland, the United Kingdom, and the United States. Greece withdrew its ratification of the convention on Mar. 26, 1956.

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT (IBRD)

Headquarters: Washington, D. C.

President: Eugene R. Black, United States

Vice President: W. A. B. Iliff, United Kingdom
Vice President: J. Burke Knapp, United States
Vice President and General Counsel: Davidson Sommers, United States

The membership is the same as the member states of the International Monetary Fund (see *infra*), to which a state is required to belong before it can join the Bank.

INTERNATIONAL CIVIL AVIATION ORGANIZATION (ICAO)[1]

Headquarters: Montreal, Canada

Secretary General: Carl Ljungberg, Sweden

Afghanistan
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Burma
Cambodia
Canada
Ceylon
Chile
China
Colombia
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Mexico
Morocco
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Paraguay
Peru
Philippines
Poland
Portugal
Spain
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Union of South Africa
United Kingdom
United States
Uruguay
Venezuela
Viet-Nam

[1] Membership as of Dec. 31, 1957.

INTERNATIONAL FINANCE CORPORATION (IFC)[1]

Headquarters: Washington, D. C.

President: Robert L. Garner, United States

Afghanistan
Australia
Austria
Belgium
Bolivia
Brazil
Burma
Canada
Ceylon
Chile
Colombia
Costa Rica
Cuba
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Greece
Guatemala
Haiti
Honduras
Iceland
India
Indonesia
Iran
Iraq
Israel
Italy
Japan
Jordan
Lebanon
Luxembourg
Mexico
Netherlands
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Sweden
Thailand
Turkey
Union of South Africa
United Kingdom
United States
Venezuela

[1] Came into existence July 1956. Agreement with the United Nations approved by the Board of Governors of the Corporation Jan. 31, 1957, and by the General Assembly Feb. 20, 1957. The above is the membership as of Dec. 31, 1957.

INTERNATIONAL LABOR ORGANIZATION (ILO)[1]

Headquarters: Geneva, Switzerland

Director General: David A. Morse, United States

Afghanistan
Albania
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Lebanon
Liberia
Libya
Luxembourg
Malaya
Mexico
Morocco
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Rumania
Spain
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa
U.S.S.R.
United Kingdom
United States
Uruguay
Viet-Nam
Yugoslavia

[1] Membership as of Dec. 31, 1957.

INTERNATIONAL MONETARY FUND (IMF)[1]

Headquarters: Washington, D. C.

Chairman of the Executive Board and Managing Director: Per Jacobsson, Sweden

Deputy Managing Director: H. Merle Cochran, United States

Afghanistan
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Burma
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Lebanon
Luxembourg
Mexico
Netherlands
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Saudi Arabia
Sudan
Sweden
Syria
Thailand
Turkey
Union of South Africa
United Kingdom
United States
Uruguay
Venezuela
Viet-Nam
Yugoslavia

[1] Membership as of Dec. 31, 1957.

INTERNATIONAL TELECOMMUNICATION UNION (ITU)[1]

Headquarters: Geneva, Switzerland

Secretary General: Marco Aurelio Andrada, Argentina

Afghanistan
Albania
Argentina
Australia
Austria
Belgian Congo and Territory of Ruanda-Urundi
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
France, overseas territories of
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Mexico
Monaco
Morocco
Nepal
Netherlands, Surinam, Netherlands Antilles, New Guinea
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Portuguese overseas provinces
Rhodesia and Nyasaland, Federation of
Rumania
Saudi Arabia
Spain
Spanish provinces in Africa
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa and Territory of South-West Africa
U.S.S.R.
United Kingdom
United Kingdom colonies, protectorates, and territories
United States
United States territories
Uruguay
Vatican City
Venezuela
Viet-Nam
Yemen
Yugoslavia

Associate Members

Bermuda—British Caribbean Group
British East Africa
British West Africa
British Malaya—Borneo Group
Trust Territory of Somaliland under Italian administration

[1] Membership as of Dec. 31, 1957.

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)[1]

Headquarters: Paris, France

Director General: Luther Evans, United States

Afghanistan
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Greece
Guatemala
Haiti
Honduras
Hungary
India
Indonesia
Iran
Iraq
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Mexico
Monaco
Morocco
Nepal
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Rumania
Saudi Arabia
Spain
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
U.S.S.R.
United Kingdom
United States
Uruguay
Venezuela
Viet-Nam
Yugoslavia

Associate Members

Gold Coast [2]
Jamaica, Trinidad, Grenada, Dominica, and Barbados (as one group)
Nigeria
Sarawak, North Borneo, Brunei, Singapore, Federation of Malaya[3] (as one group)
Sierra Leone

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[1] Membership as of Dec. 31, 1957.

[2] On Mar. 6, 1957, when the Gold Coast became the sovereign state of Ghana, it became eligible for full membership in UNESCO.

[3] On Aug. 31, 1957, when the Federation of Malaya became a sovereign state, it became eligible for full membership in UNESCO.

UNIVERSAL POSTAL UNION (UPU)[1]

Headquarters: Bern, Switzerland

Secretary General: Fritz Hess, Switzerland

Afghanistan
Albania
Algeria
Argentina
Australia
Austria
Belgian Congo and Territory of Ruanda-Urundi
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Colombia
Costa Rica
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
French overseas territories
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Mexico
Monaco
Morocco
Nepal
Netherlands
Netherlands Antilles and Surinam
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Portuguese Territories of East Africa, Asia, and Oceania
Portuguese Territories of West Africa
Rumania
San Marino
Saudi Arabia
Spain
Spanish overseas possessions
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa and Territory of South-West Africa
U.S.S.R.
United Kingdom
United Kingdom colonies, protectorates, and overseas territories and territories under trusteeship
United States
United States overseas territories, including the Trust Territory of the Pacific Islands
Uruguay
Vatican City
Venezuela
Viet-Nam
Yemen
Yugoslavia

[1] Membership as of Dec. 31, 1957.

WORLD HEALTH ORGANIZATION (WHO)[1]

Headquarters: Geneva, Switzerland

Director General: Marcolino G. Candau, Brazil

Afghanistan
Albania
Argentina
Australia
Austria
Belgium
Bolivia
Brazil
Bulgaria
Burma
Byelorussian S.S.R.[2]
Cambodia
Canada
Ceylon
Chile
China
Costa Rica
Cuba
Czechoslovakia[2]
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
Germany, Federal Republic of
Ghana
Greece
Guatemala
Haiti
Honduras
Hungary[2]
Iceland
India
Indonesia
Iran
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea, Republic of
Laos
Lebanon
Liberia
Libya
Luxembourg
Malaya
Mexico
Monaco
Morocco
Nepal
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Panama
Paraguay
Peru
Philippines
Poland
Portugal
Rumania
Saudi Arabia
Spain
Sudan
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.[2]
Union of South Africa
U.S.S.R.
United Kingdom
United States
Uruguay
Venezuela
Viet-Nam
Yemen
Yugoslavia

Associate Members

Nigeria
Rhodesia and Nyasaland, Federation of
Sierra Leone

[1] Membership as of Dec. 31, 1957.

[2] States no longer considering themselves members.

WORLD METEOROLOGICAL ORGANIZATION (WMO)[1]

Headquarters: Geneva, Switzerland

Secretary General: D. A. Davies, United Kingdom

Afghanistan
Albania
Argentina
Australia
Austria
Belgian Congo
Belgium
Bermuda
Bolivia
Brazil
British Caribbean Territories
British East African Territories and Indian Ocean Islands
British Malaya/Borneo Territories
British West African Territories
Bulgaria
Burma
Byelorussian S.S.R.
Cambodia
Canada
Ceylon
Chile
China
Cuba
Czechoslovakia
Denmark
Dominican Republic
Ecuador
Egypt
El Salvador
Ethiopia
Finland
France
French Cameroons
French Equatorial Africa
French Polynesia
French Somaliland
French Togoland
French West Africa
Germany, Federal Republic of
Ghana
Greece
Guatemala
Guinea, Spanish Territories of
Haiti
Hong Kong
Hungary
Iceland
India
Indonesia
Iraq
Ireland
Israel
Italy
Japan
Jordan
Korea
Laos
Lebanon
Libya
Luxembourg
Madagascar
Mexico
Morocco
Netherlands
Netherlands Antilles
Netherlands New Guinea
New Caledonia
New Zealand
Norway
Pakistan
Paraguay
Peru
Philippines
Poland
Portugal
Portuguese East Africa
Portuguese West Africa
Rhodesia and Nyasaland, Federation of
Rumania
Spain
Sudan
Surinam
Sweden
Switzerland
Syria
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa
U.S.S.R.
United Kingdom of Great Britain and Northern Ireland
United States
Uruguay
Venezuela
Viet-Nam
Yugoslavia

[1] Membership as of Dec. 31, 1957.

APPENDIX IV

Certain Other International Organizations

INTERNATIONAL ATOMIC ENERGY AGENCY[1]

Headquarters: Vienna, Austria

Director General: W. Sterling Cole, United States

Afghanistan
Albania
Argentina
Australia
Austria
Brazil
Bulgaria
Burma
Byelorussian S.S.R.
Canada
Ceylon
China
Cuba
Czechoslovakia
Denmark
Dominican Republic
El Salvador
Egypt
Ethiopia
Finland
France
Germany, Federal Republic of
Greece
Guatemala
Haiti
Honduras
Hungary
Iceland
India
Indonesia
Israel
Italy
Japan
Korea, Republic of
Monaco
Morocco
Netherlands
New Zealand
Nicaragua
Norway
Pakistan
Paraguay
Peru
Poland
Portugal
Rumania
Spain
Sweden
Switzerland
Thailand
Tunisia
Turkey
Ukrainian S.S.R.
Union of South Africa
United Kingdom
U.S.S.R.
United States
Vatican City
Venezuela
Viet-Nam
Yugoslavia

[1] Membership as of Jan. 14, 1958.

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SOUTH PACIFIC COMMISSION

Headquarters: Nouméa, New Caledonia

Secretary General: Dr. Ralph C. Bedell[1]

Australia	New Zealand	United Kingdom
France	Netherlands	United States

CARIBBEAN COMMISSION

Headquarters: Port-of-Spain, Trinidad

Secretary General: Mr. Clovis F. Beauregard

France	United Kingdom
Netherlands	United States

[1] Thomas R. Smith (New Zealand) was elected to succeed Dr. Bedell in November 1957. He will take office early in 1958.

APPENDIX V

United States Representation

UNITED STATES MISSIONS

United Nations Headquarters

The United States is represented by a permanent mission at the headquarters of the United Nations in New York. Under the direction of the representative of the United States to the United Nations, the mission carries out the instructions of the President, as transmitted by the Secretary of State, in U.N. bodies at the headquarters of the United Nations. It also serves as the channel of communication between the U.S. Government and the U.N. organs, agencies, and commissions at the headquarters and the delegations of other nations to the United Nations located in New York. It is a base of operations for the U.S. delegation to the General Assembly and to other U.N. organs and agencies when they meet in New York.

The structure, organization, and functions of the U.S. mission to the United Nations have been determined in the main by the following factors:

1. The requirements of the U.N. Charter and the resolutions of the organs of the United Nations, the General Assembly in particular.
2. The provisions of the United Nations Participation Act (Public Law 264, 79th Cong.) as amended by Public Law 341 of the Eighty-first Congress.
3. Executive Order 10108, which superseded Executive Order 9844.
4. Location of the headquarters of the United Nations in the United States and the consequent need for the United States to assume the responsibilities of "host government."
5. The fact that the United States, in consequence of its leadership role in the United Nations, is represented on all organs and virtually all commissions and committees of the United Nations.

The chief of the mission is the U.S. representative to the United Nations, who, by statute, is the U.S. representative in the Security Council. He is assisted by a deputy representative of the United

States to the United Nations, who, by statute, is deputy U.S. representative in the Security Council. There is also a second deputy representative in the Security Council. Other principal officers of the mission are the U.S. representatives on the Economic and Social Council and the Trusteeship Council.

During 1957 the chief of the mission served, with the assistance of deputies, as U.S. representative in the following commissions of the General Assembly: The Conciliation Commission for Palestine and the Disarmament Commission.

The main source of policy guidance and strategical direction for the conduct of the U.S. participation in the United Nations is necessarily the Department of State. The mission, however, has a staff consisting of a counselor, a small number of advisers and a secretariat under an executive director. The advisers assist the U.S. representative in (1) planning the tactical pursuit of U.S. policy objectives in the light of the political and parliamentary situations in U.N. organs and bodies; (2) consultation, negotiation, and liaison with other delegations and the U.N. Secretariat; and (3) the discharge of the responsibilities of the United States as "host government," in particular those arising from the headquarters agreement between the United States and the United Nations (Public Law 357, 80th Cong.) and the International Organizations Immunities Act (Public Law 291, 79th Cong.), which deal *inter alia* with relations of the United Nations, its officials, and delegation members with Federal, State, and local authorities. The secretariat of the mission assists the U.S. representative in (1) the coordination of the above activities; (2) the provision of necessary research, reference, reporting, and communications services; and (3) the administration and management of the U.S. mission.

Other United States Missions

In addition to the U.S. mission to the United Nations, the United States during 1957 maintained several special missions in order to participate effectively in the work of certain U.N. bodies that do not have headquarters in the United States.

There were a U.S. representative for International Organization Affairs and a permanent resident delegation at Geneva. As a part of its responsibilities the delegation was charged with maintaining liaison for the United States with the European office of the United Nations, the U.N. Economic Commission for Europe, the International Labor Organization, the World Health Organization, the International Telecommunication Union, and the World Meteorological Organization.

A special U.S. mission, the Office of the U.S. Representative to the Council of the International Civil Aviation Organization, was maintained in Montreal. Liaison was also maintained with the United Nations Educational, Scientific and Cultural Organization (UNESCO) through the American Embassy staff in Paris, and with the Advisory Commission of the United Nations Relief and Works Agency for Palestine Refugees in the Near East through a staff officer of the American Embassy in Beirut.

Representation was also maintained on the Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency.

UNITED STATES REPRESENTATIVES TO THE UNITED NATIONS

United States Representative and Chief of United States Mission to the United Nations
Henry Cabot Lodge

Deputy United States Representative
James J. Wadsworth

The General Assembly

ELEVENTH REGULAR SESSION, NEW YORK, RECONVENED JANUARY 2–MARCH 8, 1957; RECONVENED SEPTEMBER 10–14, 1957

Representatives
John Foster Dulles, Secretary of State [1]
Henry Cabot Lodge
Senator William F. Knowland
Senator Hubert H. Humphrey
Paul G. Hoffman
Ellsworth Bunker

Alternate Representatives
James J. Wadsworth
Richard Lee Jones
Frank C. Nash
Edward S. Greenbaum
Mrs. Oswald B. Lord

[1] When in attendance, the Secretary served as Senior Representative *ex officio*. At other times Ambassador Lodge served as Senior Representative.

TWELFTH REGULAR SESSION, NEW YORK, SEPTEMBER 17-DECEMBER 14, 1957

Representatives
Henry Cabot Lodge
Representative A. S. J. Carnahan
Representative Walter H. Judd
George Meany
Herman B. Wells

Alternate Representatives
James J. Wadsworth
Irene Dunne (Mrs. Francis D. Griffin)
Philip M. Klutznick
Mrs. Oswald B. Lord
Genoa S. Washington

SPECIAL COMMITTEES AND COMMISSIONS OF THE GENERAL ASSEMBLY

Interim Committee of the General Assembly

Representative
Henry Cabot Lodge

Committee on Information From Non-Self-Governing Territories

Representative
Mason Sears
Benjamin Gerig, alternate

United Nations Collective Measures Committee

United States Representative
James J. Wadsworth

United Nations Conciliation Commission for Palestine

United States Representative
Henry Cabot Lodge

Deputy Representative
James W. Barco

United Nations Peace Observation Commission

United States Representative
James J. Wadsworth

United Nations Relief and Works Agency for Palestine Refugees in the Near East

United States Representative, Advisory Commission
(Vacancy)

Advisory Committee to the Agent General of the United Nations Korean Reconstruction Agency

United States Representative
Henry Cabot Lodge

DISARMAMENT COMMISSION

Representative
Henry Cabot Lodge

Deputy Representatives
Harold E. Stassen
James J. Wadsworth

The Security Council

Representative
Henry Cabot Lodge

Deputy Representatives
James J. Wadsworth
James W. Barco

MILITARY STAFF COMMITTEE

Representatives
Air Force: Lt. Gen. C. B. Stone III, USAF (retired June 30, 1957)
Lt. Gen. William E. Hall (beginning July 1, 1957)
Army: Lt. Gen. Thomas W. Herren, USA (retired July 31, 1957)
Lt. Gen. Blackshear M. Bryan, USA (beginning August 1, 1957)
Navy: Vice Adm. F. W. McMahon, USN

Deputy Representatives
Air Force: Col. Reginald F. C. Vance, USAF
Army: Col. J. H. Skinner, USA
Navy: Capt. Allan G. Gaden, USN

Secretaries
Lt. Col. Raymond N. Lipscomb, USAF
Col. Roy L. Inman, USA

The Trusteeship Council

United States Representative
Mason Sears

Deputy Representative
Benjamin Gerig
Delmas H. Nucker, special representative (20th session)

The Economic and Social Council

Representatives
John C. Baker (resigned July 2, 1957)
Neil H. Jacoby (appointed July 3, 1957—resigned December 24, 1957)
Christopher H. Phillips (appointed December 24, 1957)

Deputy Representative
Walter M. Kotschnig

FUNCTIONAL COMMISSIONS

Commodity Trade [2]
Human Rights: Mrs. Oswald B. Lord
Narcotic Drugs: Harry J. Anslinger
Population: Kingsley Davis
Social: Mrs. Althea K. Hottel
Statistical: Raymond T. Bowman
Status of Women: Mrs. Lorena B. Hahn
Transport and Communications: Donald Vaughn Lowe (appointed April 17, 1957)

REGIONAL COMMISSIONS

Asia and the Far East, Economic Commission for:
13th session (Bangkok, March 18–28, 1957):
Acting U.S. Representative: Walter M. Kotschnig

Europe, Economic Commission for:
12th session (Geneva, April 29–May 15, 1957):
U.S. Representative: Stanley C. Allyn

Latin America, Economic Commission for:
7th session (La Paz, Bolivia, May 15–29, 1957):
U.S. Representative: Harold M. Randall

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[2] The U.S. representative at the 20th session of the Economic and Social Council announced that the United States would not be able to participate as a member in the work of the Commission and would be satisfied to see some other member elected to membership in its place.

UNITED STATES REPRESENTATIVES TO THE SPECIALIZED AGENCIES

Food and Agriculture Organization of the United Nations

Ninth Session FAO Conference (Rome, Italy, November 2–22, 1957)
U.S. Member: Ralph S. Roberts
Alternate U.S. Member: Oris V. Wells
Associate U.S. Member: Francis Deak
United States Members, FAO Council
Robert C. Tetro (27th and 28th sessions) (Rome, October 31–November 23, 1957)
Francis Deak, alternate

Intergovernmental Maritime Consultative Organization

(Not yet in being)

International Bank for Reconstruction and Development

U.S. Governor, Board of Governors
George M. Humphrey (resigned August 26, 1957)
Robert B. Anderson (appointed August 27, 1957)
Alternate U.S. Governor
C. Douglas Dillon (appointed May 20, 1957)
U.S. Executive Director
Andrew N. Overby (resigned March 1, 1957)
Tom B. Coughran (recess appointment December 13, 1957)
Alternate U.S. Executive Director
John S. Hooker

International Civil Aviation Organization

U.S. Representative on the Council of ICAO
Nelson B. David (appointed August 7, 1957)
Alternate U.S. Representative on the Council of ICAO and U.S. Representative on the Air Navigation Commission
Howard W. Helfert
Alternate U.S. Representative on the Council of ICAO and U.S. Representative on the Air Transport Committee
Vacancy

International Finance Corporation

U.S. Governor, Board of Governors
George M. Humphrey (resigned August 26, 1957)
Robert B. Anderson (appointed August 27, 1957)
Alternate U.S. Governor
C. Douglas Dillon (appointed May 20, 1957)
U.S. Executive Director
Andrew N. Overby (resigned March 1, 1957)
Tom B. Coughran (recess appointment December 13, 1957)
Alternate U.S. Executive Director
John S. Hooker

International Labor Organization

Representative of the Government of the United States to the Governing Body of the International Labor Office
J. Ernest Wilkins
Arnold Zempel (substitute)

International Monetary Fund

U.S. Governor, Board of Governors
George M. Humphrey (resigned August 26, 1957)
Robert B. Anderson (appointed August 27, 1957)
Alternate U.S. Governor
C. Douglas Dillon (appointed May 20, 1957)
U.S. Executive Director
Frank A. Southard, Jr.
Alternate U.S. Executive Director
John S. Hooker

International Telecommunication Union

U.S. Representative, Administrative Council
Francis Colt deWolf

United Nations Educational, Scientific and Cultural Organization

U.S. Representative on Executive Board
Athelstan F. Spilhaus

Universal Postal Union

Chairman, U.S. Delegation, 14th Congress, Universal Postal Union (Ottawa, Canada, August 14–October 3, 1957)
E. George Siedle

U.S. Representative, Executive and Liaison Committee
Greever Allan

World Health Organization

U.S. Member, Executive Board
Dr. H. van Zile Hyde (recess appointment November 22, 1957)

World Meteorological Organization

U.S. Member, Executive Committee
Francis W. Reichelderfer

UNITED STATES REPRESENTATIVES TO CERTAIN OTHER INTERNATIONAL ORGANIZATIONS

International Atomic Energy Agency

U.S. Representative, Preparatory Commission
James J. Wadsworth (until September 26, 1957, on which date the Preparatory Commission ceased to exist)

U.S. Representative, 1st session and 1st special session, General Conference
Lewis L. Strauss

Alternate U.S. Representatives
James J. Wadsworth
Robert M. McKinney

U.S. Representative, International Atomic Energy Agency
Robert M. McKinney (recess appointment, September 19, 1957)

Caribbean Commission

Twenty-fourth Meeting, St. Thomas, Virgin Islands
May 22–27, 1957

U.S. Cochairman: Mr. Roderic L. O'Connor, Dept. of State
U.S. Commissioner: Dr. Arturo Morales-Carrión
U.S. Commissioner: Mr. Jose Trias Monge
U.S. Commissioner: Mr. E. Leonard Brewer

Twenty-fifth Meeting, Willemstad, Curaçao, Netherlands Antilles
November 23–29, 1957

U.S. Cochairman: Mr. Roderic L. O'Connor
U.S. Commissioner: Dr. Arturo Morales-Carrión
U.S. Commissioner: Mr. Jose Trias Monge
U.S. Commissioner: Mr. E. Leonard Brewer

West Indian Conference (Seventh Session)
November 11–23, 1957, Willemstad, Curaçao, Netherlands Antilles

Mr. Roderic L. O'Connor
Dr. Arturo Morales-Carrión
Mr. Jose Trias Monge
Mr. E. Leonard Brewer

South Pacific Commission

Seventeenth Session, October 19–November 6, 1957
Nouméa, New Caledonia

Senior Commissioner: Dean Knowles A. Ryerson, University of California
Alternate Commissioner: The Honorable Peter T. Coleman
Governor of American Samoa
Alternate Commissioner: Dr. Arthur S. Osborne
Public Health Service
Department of Health, Education, and Welfare

South Pacific Commission Review Conference
April 30–May 8, 1957, Canberra, Australia

Mr. Walter N. Walmsley, Deputy Assistant Secretary for International Organization Affairs
Prof. F. M. Keesing, Senior Commissioner, South Pacific Commission
Dean Knowles A. Ryerson, Commissioner, South Pacific Commission

United Nations Children's Fund

United States Representative, Executive Board
Martha M. Eliot, M.D.
Mrs. Elizabeth B. Cusack, alternate (resigned Nov. 1, 1957)

APPENDIX VI

Documentary Publications on the United Nations

United Nations publications may be found in many libraries throughout the country. The resolutions and proceedings of the various U.N. organs, including the General Assembly, Security Council, Economic and Social Council, and Trusteeship Council, appear in the *Official Records* series. Documents and reports presented to the abovementioned organs, considered during the meetings, or drawn up in the course of the discussions are generally printed as *annexes* or *supplements* to the *Official Records*. *Official Records* and published U.N. documents, including final reports and special studies, may be purchased from the United Nations Sales Agent, International Documents Service, Columbia University Press, 2960 Broadway, New York 27, N.Y., and from Sub-Agents of the United Nations (for list see *infra*). The United Nations also publishes annually the *Yearbook of the United Nations*. A concise, ready reference to the structure and activities of the United Nations and its related agencies may be found in *Everyman's United Nations;* the latest edition of this publication was issued in September 1956 and summarizes activities for the 10-year period ending December 31, 1955. The latest complete catalogues describing U.N. publications and other documentation, *Ten Years of United Nations Publications 1945 to 1955* and *United Nations Publications 1955 and 1956*, may be purchased from the U.N. Sales Agent. In addition to the published documents, mimeographed documents of the organs of the United Nations may be purchased at an annual rate from the United Nations Sales and Circulation Section, Department of Public Information, United Nations, New York, N.Y. Information concerning the rates of the various series of mimeographed documents will be given upon request.

Depository libraries have been established throughout the world by the United Nations Library in order to make available to the public reference collections of documents and publications. These depository libraries (for list see *infra*) are situated in principal centers of research throughout the country, with due regard to adequate geo-

graphic distribution. In addition, the United Nations exchanges documents on a reciprocal basis with a number of foundations and research organizations. United Nations documents are available in the Library of Congress and in the libraries of a number of government agencies concerned with questions of international relations.

The Department of State periodically issues reports on the United Nations, reports of the U.S. delegations to U.N. meetings, and separate pamphlets and documents dealing with international organization matters of interest to the United States. Examples of such publications are *International Organizations in Which the United States Participates, 1949* (Department of State publication 3655), and *Participation of the United States Government in International Conferences, July 1, 1955–June 30, 1956* (Department of State publication 6548). Information and documents of current interest are contained in the *Department of State Bulletin*, a weekly publication. Lists of all relevant departmental publications may be obtained from the Division of Publishing Services, Department of State, Washington 25, D.C.

SUB-AGENTS FOR SALE OF UNITED NATIONS PUBLICATIONS AND VISUAL MATERIALS

California

American Association for the United Nations
Town & Country Village
3d and Fairfax
Los Angeles 36

World Affairs Council of Northern California
421 Powell Street
San Francisco 2

District of Columbia

United States Committee for the United Nations
816 - 21st Street NW.
Washington 6

Illinois

American Association for the United Nations
111 West Jackson Boulevard
Chicago 4

Chicago Council on Foreign Relations
Pamphlet Shop, 116 South Michigan Avenue
Chicago 3

Massachusetts

World Affairs Council
10 Arlington Street
Boston

Minnesota

Minnesota United Nations Association
15th and Washington Avenue SE.
University of Minnesota
Minneapolis 14

Missouri

St. Louis Council on World Affairs
418 Olive Street
St. Louis 2

New Hampshire

New Hampshire Council on World Affairs
Commons Building
Durham

Ohio

Cincinnati Council on World Affairs
233 East 4th Street
Cincinnati 2

Council on World Affairs
922 Society for Savings Building
Cleveland 14

Toledo Council on World Affairs
331 Security Building
Toledo 4

Pennsylvania

World Affairs Council of Philadelphia
The John Wanamaker Store
13th and Market Streets
Philadelphia 7

Texas

Dallas Council on World Affairs
2419 Maple Avenue
Dallas 4

UNITED NATIONS DEPOSITORY LIBRARIES IN THE UNITED STATES

California

University of California
General Library
Berkeley

Los Angeles Public Library
Los Angeles

University of California at Los Angeles
Los Angeles

Stanford University
Stanford University

Colorado

Denver Public Library
Denver

Connecticut

Yale University
New Haven

District of Columbia

Brookings Institution

Pan American Union

Library of Congress

Illinois

Library of International Relations
Chicago

University of Chicago
Chicago

Northwestern University
Evanston

University of Illinois
Urbana

Louisiana

Louisiana State University
Baton Rouge

Maryland

Johns Hopkins University
Baltimore

Massachusetts

World Peace Foundation
Boston

Harvard University
Cambridge

Michigan

University of Michigan
Ann Arbor

Minnesota

University of Minnesota
Minneapolis

Missouri

St. Louis Public Library
St. Louis

New Jersey

Princeton University
Princeton

New York

Cornell University
Ithaca

Columbia University Law Library
New York

Council on Foreign Relations, Inc
New York

New York Public Library
New York

New York University
New York

North Carolina

University of North Carolina
Chapel Hill

Ohio

Cleveland Public Library
Cleveland

Pennsylvania

University of Pennsylvania
Philadelphia

Rhode Island

Brown University
Providence

Tennessee

Joint University Libraries
Nashville

Texas

University of Texas
Austin

Washington

University of Washington
Seattle

U. S. GOVERNMENT PRINTING OFFICE: 1958

1957 PR